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ABSTRACT

Part of a comprehensive state study, this report assesses the scope and content of Illinois instructional requirements and offers preliminary recommendations toward improving the public school instructional program. Sources of information include state regulations, interviews, historical documents, statistical data, and analysis of other states' regulations. The introductory discussion includes a history of the state's involvement in defining the curriculum. Almost half the report describes 15 components of the mandated program, providing for each its statutory or regulatory source, a brief historical review, and a summary of its current level of implementation. The analysis concludes that: (1) the mandates generally do not provide clear statements of expectations for schools or students; (2) compliance criteria are so general that the quality of outcomes is not addressed; (3) the mandates do not imply a reasonable assurance that students will achieve certain knowledge or competencies; (4) the absence of mandates would probably affect schools' instructional programs; (5) mandates as a group constitute an acceptable minimal instructional program for elementary school but not for secondary education. Two alternative courses of action are recommended: either modifying present mandates or completely restructuring statutes to reflect changes in State Board of Education leadership and district responsibilities. A basic regulatory document is appended. (MJL)

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INSTRUCTIONAL PROGRAM MANDATES:

A PRELIMINARY REPORT

EA 016 265

**Illinois
State Board of
Education**

100 North First Street
Springfield, Illinois 62777
217/782-4321

Edward Copeland, Chairman
Illinois State Board of Education

Donald G. Gill
State Superintendent of Education

October 18, 1982

Dear Educators and Concerned Citizens:

The Planning and Policy Committee of the State Board of Education has scheduled a third public hearing on the staff report entitled Instructional Program Mandates: A Preliminary Report. This hearing will be held immediately prior to the IASB/IASA/IASBO conference at the following time and location:

Friday, November 19 -- 1:00-5:00 p.m.
Private Dining Room #2
Conrad Hilton -- Chicago (Michigan Ave.)

If you want to testify, please note the following procedures:

1. Speakers will be heard in the order that their names appear on a sign-up list to be made available by staff. This list will be available thirty (30) minutes before the start of the hearing.

2. At the hearing, your oral presentation will be limited to five (5) minutes.

3. Please bring ten (10) copies of your testimony in order that an accurate record of the proceedings can be kept.

4. Written testimony of any length will be accepted. If you are not able to attend the hearing but wish to submit testimony, please address it to:

   Illinois State Board of Education
   c/o Ms. Lee Patton
   100 North First Street
   Springfield, Illinois 62777

   You may also request a copy of the report from this address.

We hope you will take advantage of this opportunity to share with us your reactions to the staff report and its preliminary recommendations.

Sincerely,

G. Howard "Bud" Thompson

G. Howard "Bud" Thompson, Chairman
Planning and Policy Committee

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INSTRUCTIONAL PROGRAM MANDATES: A PRELIMINARY REPORT

Illinois State Board of Education

Edward Copeland, Chairman
State Board of Education

Donald G. Gill
Superintendent of Education

Springfield, Illinois

September, 1982

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I. PREFACE

Over the last decade, a number of questions have been raised about the scope and content of mandates adopted by the state in relation to the instructional program in Illinois public elementary and secondary schools. On one hand, local school boards and administrators have challenged the number and breadth of these mandates, arguing that such requirements restrict the ability of local districts to respond to the unique needs and preferences of the communities and students they serve. At the other extreme, advocates of particular instructional programs have proposed new as well as expanded curriculum mandates, arguing that the subjects are essential and should be required by law or regulation. Across the spectrum of opinion have been those who have questioned the appropriateness of the present mandates for preparing students to function effectively in the world of tomorrow.

In 1977, Governor James Thompson focused attention on these divergent points of view by appointing an ad hoc Committee on State-Mandated Programs. This Committee, chaired by the then Lieutenant Governor, held a series of eight public hearings at which the testimony confirmed the timeless validity of Aristotle's comment, some twenty-three centuries ago, that:

> "All people do not agree in those things that a child should be taught...for all these things have their separate defenders."

Although a report was developed summarizing the testimony presented at these hearings, the Committee did not make any formal recommendations.

Over the past several years, members of the Illinois General Assembly and the School Problems Commission have also indicated their concern about the appropriateness of the state's instructional program mandates. Committees have been established, public hearings held, and legislation submitted regarding various aspects of the curriculum. Similarly, the State Board of Education has studied several instructional programs and their impact on the schools -- driver, bilingual and gifted education.

In September 1981, the Illinois State Board of Education approved a comprehensive study of all mandates placed by the state on elementary and secondary education. As part of this study, State Board staff were directed to conduct an in-depth analysis of the statutory and regulatory instructional program requirements cited in the Board's basic regulatory publication, The Illinois Program for Evaluation, Supervision and Recognition of Schools, State Board of Education Document #1 (SBE-1).

The report which follows presents the staff analysis of Illinois instructional program requirements. It is presented in sections which provide a description of the study; an introduction to the study; a history of the state's role in the public school instructional program; a description and discussion of the mandated instructional program components; and conclusions and preliminary staff recommendations for action by the State Board of Education.

This is a preliminary report, designed to provide a basis for public discussion of the issues. Following a period of public comment, the State Superintendent will develop final recommendations for consideration by the State Board of Education. It should also be noted that this report is one of five to be completed during Phase I of the Board's study of mandates (the other four reports deal with special education, bilingual education, driver education, and physical education), and the findings and conclusions of all five analyses will ultimately be reviewed together in order to identify their common themes.

II. DESCRIPTION OF THE STUDY

Scope of the Study

The primary focus of this study was Chapter IV of The Illinois Program for Evaluation, Supervision and Recognition of Schools, State Board of Education Document #1 (SBE-1). This chapter, which is titled "The Instructional Program", includes either directly or by reference the statutory instructional program requirements contained in The School Code of Illinois. In addition, this chapter presents the instructional program mandates adopted by the State Board of Education pursuant to its general authority to establish standards for the public schools.

Although its principal purpose is to identify the required components of the instructional program in Illinois public schools, SBE-1, Chapter IV also contains a number of requirements which are not, in the strictest sense, part of the instructional program. These include mandates which establish conditions for instruction, such as the school day and school calendar, or which are instruction-related, such as kindergarten, graduation requirements, the pupil personnel needs assessment, etc. All of these mandates will be subjects of future discussion with the Board, either as part of ongoing studies or of studies to be suggested for the future. This study is limited to the instructional program mandates alone.

A copy of SBE-1, Chapter IV, which has been marked to identify the specific sections of the chapter which were analyzed in this study, is provided as Appendix A of this report.

In this study of instructional program mandates, the principal perspective is that of the state. While recognizing that a variety of groups and entities have legitimate and responsible interests in the curriculum, this study is concerned with the unique role of the state and how that role might best be fulfilled.

Purposes of the Study

This study of instructional program mandates has the following purposes:

1. To identify the content and character of state mandates which are instruction-related;

2. To identify the extent to which the mandates are related to and reflect the state's compelling interest for public education; and,

3. To provide recommendations for actions to improve the public school instructional program.

Methodology

During the planning of this study, it became apparent that there was a substantial difference between this and the four other studies to be conducted during Phase I of the Board's overall study of mandates (special education, driver education, physical education and bilingual education). This difference, which was in the scope and focus of the study, had significant implications for the methodology used.

Each of the other studies dealt either with a relatively narrowly defined topic of instruction, or with a relatively specifically defined target population, or both. Moreover, each of the other studies could be effectively conducted without particular regard to other topics of instruction, or to students not in the target population.

In contrast, the focus of this study was very broad, requiring not only an exploration of all required topics of instruction for all students, but also consideration of the meaning of the mandates as a whole.

In order to achieve a complete understanding of the instructional program mandates, it was decided that the analysis must proceed from several perspectives:

- The history of the state's role in establishing instruction-related mandates;
- The content and character of the outcomes identified by the mandates;
- The overall effect of the mandates on elementary and secondary instructional programs.

The major questions used to guide the study of the mandates were established by the State Board of Education as part of its overall plan for the mandates project. These questions were:

1. What desirable condition or outcome is called for by the mandate?

   An essential step in determining the necessity of a requirement is being able to determine that it is purposeful, seeks to improve an existing condition, or creates a new and desirable condition. A mandate should be clearly directed towards an end which is stated in such a manner that its achievement can be reasonably assessed.

2. Is there evidence that in the absence of the mandate the condition or outcome will not be achieved?

   In this context evidence may consist primarily of historical or trend data or comparisons with other states in order to determine the likelihood of success in the absence of a requirement. One major factor for consideration could be the amount of time available for implementation. That is, whether the condition needs to be met by a date certain or whether it is of such a nature that time is not the driving factor.

3. As presently defined does (can) the mandate yield the desired result?

   While measuring results may be a relatively straightforward proposition, the more complex but necessary task of determining - or attributing - cause/effect must also be undertaken. The need is to be reasonably assured that it is the mandate which yields the desired result and not other uncontrolled factors.

4. Could the mandate be defined and/or implemented differently and yield the desired result?

   The nature of the mandate and any required administrative mechanisms should be consistent with the most current and accepted research and professional experience. Regulations should be as simple and direct as possible and allow for efficient and effective use of resources.

5. Does the mandate reflect a compelling state interest?

   The state's interest in mandates can be based on such principles as equality, equity, efficiency, compliance with higher authority or health and safety. There can also be compelling interests that reflect the state's values in terms of required activities, experiences or settings. The maintaining or establishing of mandates should be tied directly to an identifiable need of the state to cause the required activity.

It is important to note that none of these questions address the issue of program cost. Although it was recognized that instructional program mandates and school finance are inextricably linked, the State Board of Education has determined that state-level policy decisions regarding the instructional program should not be constrained by funding considerations. Once appropriate and defensible program decisions have been made, appropriate and adequate funding mechanisms should be provided for their support. A separate study of school finance in Illinois is currently underway, and it is expected that the recommendations resulting from that study will be presented to the State Board of Education during 1983.

It should also be noted that the administration of the mandates and the achievement of students in the mandated areas were not considered to be within the purview of this study.

Sources of Data

Evidence on which to respond to the study questions came from the following sources:

1. Analysis of state laws and regulations affecting instructional programs in Illinois;

2. Consultation with agency staff responsible for leadership, evaluation and supervision of instructional program areas;

3. Review of testimony presented to the School Problems Commission Mandates Subcommittee during the summer of 1981;

4. Consideration of the information generated by the 1977 Governor's Committee on State-Mandated Programs;

5. Review of relevant books, articles, reports and dissertations;

6. Analysis of historical documents such as the biennial reports of previous State Superintendents of Public Instruction, the History of the Illinois Office of the Superintendent of Public Instruction, and regulatory documents preceding SBE-1;

7. Statistical and other data compiled by the State Board of Education;

8. Research regarding the legislative history of mandates;

9. Informal interviews with local district administrators;

10. Analysis of standards established by other organizations, such as the North Central Association; and

11. Analysis of regulations in other states.

III. INTRODUCTION TO THE STUDY

This study, as pointed out previously, had its genesis in a State Board of Education directive voted in 1981. To assume, however, that the imperative for this activity was the result of a single action would be a mistake. There was a certain inevitability about the need to reassess how the state has expressed its desires and goals for elementary and secondary education. The Board, as a public body, was responding to an inexorable movement toward what is popularly termed "accountability." In the comparatively brief period since 1970, more than 30 states have enacted requirements for minimal competency testing. Most made those decisions in a climate of declining test scores; Gallup Poll indicators of waning public confidence in education; university and college clamors for more literate freshmen; and in a period when reduced enrollments, coupled with straitened economic circumstances, caused demands for better arguments on the cost/benefit relationship in public education.

In 1978, the State Board of Education, in reaction to a pending bill mandating minimal competency testing for Illinois, determined that although it did not have an immediate alternative for the legislation, it knew without question that a mandate which placed upon children the onus for proving what they had learned without similarly placing upon schools some responsibility for what they had taught, was flawed. It instead argued for a period of study largely directed at determining what testing and assessment was going on in school districts and, further, to what degree that testing was affecting the way in which teaching and learning took place. The General Assembly agreed, the Board conducted the study and, as a consequence of its findings, recommended legislation on locally-determined assessment programs which had as their basic purpose the improvement of instruction rather than the classification of children.

The legislation failed of passage and is mentioned here only to set the scene for our present, more ambitious effort to describe, for the first time in 150 years, what the comprehensive state requirements are for instructional programs; how and under what circumstances the program elements came about; what problems they present to us in their present form; what immediate steps might be taken to correct obvious difficulties, and what longer term tasks need to be accomplished to define, in some reasonable manner, the state's compelling interest in this area.

In its work over the past year, the staff was impressed by a number of new understandings which became clear as the task of searching out and classifying the instructional mandates progressed. Some are shared here to aid the reader in critically analyzing what follows in the report.

First, there has been in Illinois a deep, almost visceral commitment to education as a vehicle for teaching the knowledge and skills for living, earning and understanding. As problems of the moment arose, there promptly followed either an admonition ("guideline" today) or statute urging or

requiring schools to do something about them. The examples of this phenomenon range from the humorous (in today's terms) to the sublime. In one instance, in 1912, State Superintendent Francis Blair sought to make schools responsive to a spate of sanitary reform laws by fervent declarations about the evils of neglecting the condition of school outhouses:

> "Neglect of outhouses is the source of demoralization of many children. There should be two as far apart as the grounds will permit. Each should be screened and vines planted to overrun the screen. The walls should be free from obscene language and pictures. There are yet to be found double outhouses on school grounds. It is difficult to conceive of a worse arrangement than these double-doored abominations. To build one of them should be a penal offense. Better expose the children to a deadly contagious disease than to subject them to the moral leprosy which lurks in these double outhouses."

On a different note, the words of a fledgling state expressed in its "Act Establishing Free Schools" carry an eloquent and timeless message about the importance of state responsibility in education:

> "To enjoy our rights and liberties we must understand them; their security and protection ought to be the first object of a free people, and it is a well established fact that no nation has ever continued long in the enjoyment of civil and political freedom which was not both virtuous and enlightened...it is therefore considered the peculiar duty of a free government like ours, to encourage and extend the improvement and cultivation of the intellectual energies of the whole..."

A second impression dealt with the issue of the basic purposes behind instructional mandates. It is relatively clear, although unsaid in most law and regulations, that the state had outcomes in mind for virtually all mandates which were imposed on local schools in the past century or so. It mandated consumer education to produce more informed adult consumers. It mandated language arts because it wanted a literate citizenry, able to fully participate in a form of government relying on an informed populace for its strength. Yet, as will become apparent as one proceeds through these pages, most if not all of these seemingly logical and very important purposes are never explicitly stated. Rather we find directions to schools to offer a subject and other directions to children to take a subject. Almost never do we find the state's interest expressed in terms of what children should know and be able to do -- at least.

Thirdly, the requirements show a curious range of flexibility. In some instances, they allow no choice at all in optimal time allotments because they specify to the minute how much time must be devoted to what subject. In other instances, they allow such flexibility in definition that even the most casual reader may question the seriousness of their intent.

A final impression in the minds of the staff working on this project is that the study, in no small way, is an end in itself. In an effort unique among the fifty states, this study -- including the reams of draft and backup information used to produce this report -- provides a collection of information that has its own inherent value. The study effort provides evidence of what many have supposed or believed, but have not yet been able to document: the state in more than a century of well-intentioned efforts to expand the learning of children has done so not very clearly, in incremental fashion, without regard for what went before, and without apparent concern for the collective effect of all of its efforts. These mandates, like Topsy, just "grow'd." And we, like the immortal Pogo, found the enemy.

IV. HISTORY OF THE STATE'S ROLE IN THE PUBLIC SCHOOL INSTRUCTIONAL PROGRAM

During the nearly one hundred and sixty years since the passage of Illinois' first free school law in 1825, there has evolved a sizable body of state law and regulation which stipulates what must be taught in the state's public schools. These laws and regulations direct what subjects shall be taught, who shall do the teaching, who shall be taught, the language in which instruction must occur and, in some cases, the specific topics of instruction and the length of time they must be taught. Local school officials have been given authority to make decisions to implement these directives and also to establish other instruction-related local requirements, but the state, through the General Assembly and the state education agency, has defined the minimum instructional program requirements for all public schools and all children attending them.

1845-1870

Although the law passed in 1825 provided "for the establishment of free schools", it did not address either the content or character of instruction. The first mention in the statutes of the subjects to be taught in Illinois schools was made in 1845 with the statement that "every school...shall be for instruction in the branches of education prescribed in the qualifications for teachers..." In a separate section of the law (which has been substantially amended over time), teachers were required to be qualified in the areas of orthography (spelling), reading in English, penmanship, arithmetic, English grammar, modern geography and history of the United States. This rather indirect reference to branches of education, which remains in the statutes as Section 27-1 of The School Code, was intended to establish the curriculum of the public schools and was described by one of the early State Superintendents in this manner:

> "The legislature, in prescribing the studies mentioned, assumed and believed them to be fitting and appropriate for the schools of the people -- adapted to the wants and necessities of common life -- calculated to promote the material interests, and some of the higher interests of the youth of the State, and of the commonwealth -- designed to aid, encourage and elevate the pupils individually, to promote their success and prosperity in business, and render them better and more intelligent citizens."

The principle suggested by this early legislation was that students would learn what their teachers were taught, which in turn would be determined by those who taught the teachers -- certainly an idea that denies the more recent belief that "...those who can't, teach".

The 1845 act also required that instruction be in the English language if the schools were to be supported by public funds.

1870-1970

The Illinois Constitution did not mention education until 1870, when the following provision was adopted:

> "The General Assembly shall provide a thorough and efficient system of free schools, whereby all children of this State may receive a good common school education."

The then State Superintendent of Public Instruction, in his role as interpreter of school law, explained what he believed this meant:

> "A common school education is such an education as the people at large need and ought to have --instruction in such things as pertain to the general interests and welfare of communities, and of the commonwealth, viewed as a whole, as civil and political units. A 'good' common school education implies a wise and appropriate selection of studies, and sound and thorough instruction therein."

In 1872, the General Assembly extended the list of required subjects to include instruction in the "elements of natural sciences, physiology and the laws of health." One result of this action, a harbinger of more recent complaints of a similar nature, was the claim by local school personnel that there was no time in the curriculum for these new topics. A second result was the first state-wide effort to prepare for implementing the mandates through teacher inservice training.

Another 1872 addition to the statutes amended the description of schools entitled to state aid to allow instruction in "other branches such as vocal music and drawing as the voters may prescribe." This was the first specific indication that communities could add to the state-prescribed instructional program. This statement is still a part of The School Code.

In 1889, the Illinois General Assembly passed what appears to have been the first instruction-related law generated by a special interest group, the Women's Christian Temperance Union (WCTU). This legislation required instruction regarding the abusive nature of alcoholic drinks and other narcotics. (By 1903, the WCTU had convinced 47 states to require instruction in the harmful effects of alcohol, tobacco and narcotics; alcohol and drug abuse are still among the most commonly required topics of instruction in the country.)

During the late nineteenth century, in response to widespread concern about the differences to be found among the over 12,000 school districts in Illinois, especially those in rural areas, the Office of the Superintendent of Public Instruction established the Illinois State Course of Study for Country Schools. Initially developed by several of the county superintendents and adopted by the state education agency in 1889, this "Course of Study" provided detailed, sequential outlines for instruction in the prescribed areas. In addition to "the commonly taught branches," the Illinois State Course of Study for Country Schools advised that the curriculum should include a civics course in the eighth year, and (apparently for advanced students) a "higher course" including the reading of certain classics, physiology, botany and zoology.

Over the next decade, the "Course of Study" was revised several times: to include the new state law requiring the teaching of the effects of alcohol and narcotics, and to describe lessons in vocal music, morals and manners, agriculture, nature study, and domestic and manual arts. The civics course was modified to address the "fundamental principles which bind men together in government," and topics in citizenship were specified. The expanding scope of the "Course of Study" was a reflection of the additional responsibilities being expected of schools by the general society and the state.

While not established as a mandate in the current understanding of that term, the "Course of Study" carried more force than mere suggestions or guidelines. The objectives of the "Course of Study" were to organize the instructional program of the ungraded schools and to improve the diversity and quality of the instruction provided. The role of the state, through the state agency and the county superintendents' offices, was to lead, assist, encourage, direct, supervise, and to do whatever else was necessary to improve the schools. The Illinois State Course of Study for Country Schools was the framework around which both state and local efforts were organized.

Despite widespread distribution of this "Course", however, there continued to be concern about the quality of programs provided in rural areas. In response, the Office of the Superintendent of Public Instruction established a systematic approach for improving country and village schools. One Room and Village Schools, Circular #65, which was published in 1912, identified the criteria which schools were expected to meet in order to be recognized as a "standard" school. These criteria included: (1) the presence of 80 library books; (2) instruction in agriculture, manual training and domestic arts; and (3) the work outlined in the "Course of Study" to "be well done". Those schools which desired to "demonstrate more ambition" could meet additional requirements and be designated as a "superior" school. In both cases, the appropriate designation was identifiable from a plaque that was to be placed on the school door.

Although this early state recognition was voluntary, most school districts eventually sought to be recognized. The "Course of Study" and other criteria thus served as a statewide device for elementary school improvement.

A development related to the dramatic increase in the number of high schools in Illinois between 1887-1912 was the initiation of "county tests." Starting around 1910, students who attended rural elementary schools and who wished to attend the "town high school" after completion of the eighth grade were required to demonstrate their academic achievement by passing, at the 60% level, an examination administered by the county superintendent. These tests were based on the "State Course of Study" and were intended to assess student learning in the state's many small country schools. In the early 1950's, as these schools were consolidated into larger districts, the county tests were gradually phased out.

During the "Great Depression", school districts throughout the state shortened their school terms and eliminated subjects such as music, art, home economics, and some vocational courses. In spite of these reductions, during the period of 1934-38 the General Assembly added statutes either encouraging or requiring that school districts provide instruction in safety education, trends in history, and some aspects of health education. In response to these unplanned changes in what schools were expected to do, the State Superintendent publicly stated that any future addition to, or revision of the school curriculum should be preceded by a period of research and analysis. In support of this, he initiated a curriculum building program which included curriculum conferences, study groups and committees of various types; the Office of the Superintendent of Public Instruction was identified as a clearinghouse for the many unofficial groups working on various curricula.

Although some of the ambitious goals envisioned by this state leadership activity were never realized, this was the first time that curriculum issues involving all the instructional units of the public school system were considered simultaneously. A legacy of this emphasis was the organization of the state's supervisory program and standards into one document which, at that time, covered kindergarten through junior college.

Meanwhile, in 1939 the General Assembly made recognition of elementary schools mandatory as a condition of state aid, with an effective date of 1941; in 1947 this law was expanded to include high schools. These actions making recognition mandatory for all public elementary and secondary schools were significant in that the state education agency was for the first time given explicit authority and responsibility for establishing standards for local school districts. All previous recognition standards (except those reflecting state law) had been applicable only if the districts chose to seek recognition. Subsequent to the adoption of a required recognition process, the state's institutions of higher education accepted for accreditation purposes only the list of secondary schools recognized by the state education agency.

During the late 1930's and through 1945, the state became involved in a variety of programs related to implementation of federal initiatives. Though not directly related to mandates, these activities reflected the growing interest of government and the public in using the schools as a major vehicle for addressing societal problems -- such as had happened with the 1889 alcohol abuse and 1915 physical training acts. The state education agency promoted the Works Progress Administration nursery schools and the National Youth Administration guidance programs, and, during World War II, encouraged the schools to support the war efforts through aviation instruction, first-aid training and increased emphasis on physical education.

The decades of the 1950's and 1960's saw intensified state education agency activity in developing guidelines and providing assistance to schools in the areas of mathematics, science, social studies, reading and other language arts. As federal programs to support curriculum improvement were initiated and funded, more curriculum specialists were employed as consultants in the Office of the Superintendent of Public Instruction and numerous curriculum resource materials were developed and distributed to elementary and secondary schools.

The 1960's also saw an expansion in the number of state-mandated courses. In 1967 alone, for example, the General Assembly passed legislation requiring instruction in consumer education, conservation education, and the role and contribution of various ethnic groups in the history of the country and the state.

In summary, the one-hundred years between 1870-1970 saw the enactment of most of the instruction mandates currently in existence for Illinois public schools, as well as the development of numerous and wide-ranging guidelines and regulations. In particular, mandates enacted in the 1940-1970 period were, to a large extent, addressed to reducing or eliminating societal problems.

1970-1982

In adopting a constitution, the people of a state give expression to their aspirations as well as their standards, which of course are subject to change over time. A case in point concerning education is the Illinois Constitution of 1970. It will be recalled that in the 1870 Constitution, the public aspirations and standards were embodied in a single sentence:

> "The General Assembly shall provide a thorough and efficient system of free schools, whereby all children of this State may receive a good common school education."

In contrast, the 1970 Constitution provides that:

> "A fundamental goal of the People of the State is the educational development of all persons to the limits of their capacities.
>
> The State shall provide for an efficient system of high quality public educational institutions and services. Education in public schools through the secondary level shall be free. There may be such other free education as the General Assembly provides by law.
>
> The State has the primary responsibility for financing the system of public education."

This marked change in language reflected changes in the state and the country as a whole over a period of several decades. The emphasis in the 1970 Constitution clearly indicated a shift in concern from providing common services to all to high quality and individual educational development.

From the first Illinois State Course of Study for Country Schools, state guidelines and recognition standards provided recommendations, which later became requirements in some areas, regarding the time allocation for the various subject areas. During the early 1970's, the Office of the Superintendent of Public Instruction indicated that fulfilling the state's commitment to the educational development of all persons required that the state exhibit increased flexibility with regard to many of its statutory and

regulatory mandates. This philosophy was demonstrated through revision of the criteria used to recognize schools: time allotments for elementary subjects were eliminated; waivers were granted to those schools which felt they could not meet certain curriculum requirements; and there was agreement that state requirements could be met in various ways.

The recognition standards adopted in 1973 required that each district implement a planning process, involving the local community as well as school personnel, that would result in a "Program Plan" to be submitted to the state education agency. The requirement also stipulated that any local revisions were to be submitted as part of the district's annual report for purposes of recognition.

In 1977, the State Board of Education (newly established in 1975) revised the standards for recognizing local school districts. Previous documents, dating back to the One Room and Village School circular, had been part regulation and part guideline, and it was difficult to discern which part was which. By 1977, local district complaints regarding the many regulations they perceived as being placed upon them were at a peak. Simultaneously, there was an increased concern on the part of the Illinois General Assembly that administrative agency requirements had to be clear and based on proper statutory authority, and that they should provide detailed criteria for decision making by the public body. These factors, as well as others, resulted in the State Board of Education revising The Illinois Program for Evaluation, Supervision and Recognition of Schools to limit its standards to the elements specifically required by law or administrative regulation.

Beginning in the 1970's, a number of proposals were introduced by legislators to address the "minimum competencies" issue that was a nation-wide concern. This issue reflected a wide-spread sense of public frustration with what was perceived to be a significant decline in student achievement, test scores, demonstrated competencies and job-entry skills. Throughout the country, more than 30 states enacted requirements for minimum competency testing.

Specific legislation requiring minimal competency testing in Illinois school districts was introduced in 1978, but was deferred in lieu of a legislative resolution, proposed by the State Board of Education, requiring a two-year study of minimal competency testing and related issues. In 1981, as a result of this study, the State Board of Education adopted an advisory policy and recommended authorizing legislation to enact it. The advisory policy endorsed a process which was intended to lead to improving student achievement and ensuring accountability to students, parents, and the community, while simultaneously allowing districts the flexibility to assess their individual needs. It emphasized the use of multiple methods of acceptable evaluation procedures to measure the strengths and weaknesses of a school's programs, as well as the progress of its students in reference to local standards of expected success.

Legislation which would have made such a local district assessment and evaluation process mandatory in Illinois was introduced in 1981, but after endorsement by the School Problems Commission and passage by the Senate, the bill failed to reach the floor of the House. The state education agency is now working with local districts to encourage their voluntary adoption of an assessment and evaluation process similar to that proposed. In addition, the agency has recently published materials describing various methods successfully used by a number and variety of Illinois districts.

In summary, the state has had a major role in defining the elements of the school curriculum since 1845, when the General Assembly first indicated that schools receiving state funds were to provide seven specified branches of instruction. Although local boards have the duty and responsibility for determining the other branches of study to be taught in their schools, all districts must provide at least the courses required by the state. Over the years, the state has affected local curricula through persuasion; law and regulation; voluntary and mandatory program evaluation leading to recognition; curriculum guidelines and courses of study; technical assistance and consultation; and various leadership activities such as curriculum studies and inservice training. More recently, state emphasis has been on locally developed planning activities and assessment and evaluation programs which consider both student performance and the adequacy of the instructional program.

Finally, it should be noted that the adding or amending of instructional mandates seldom resulted in repeal or reconsideration of those already enacted.

V. DESCRIPTION OF THE MANDATED INSTRUCTIONAL PROGRAM

In order to describe the many and diverse requirements which constitute the components of the mandated instructional program in Illinois public schools, the requirements have been grouped as follows:

Language Arts	Health Education
Mathematics	Safety Education
Science	Consumer Education
Social Studies/History	Conservation Education
Foreign Languages	Honesty, Justice, Kindness, and Moral Courage
Art and Music	Metric Measurement
Career Education	General Requirements
Vocational Education	

Each of these mandates is discussed independently of the others; however, all except "General Requirements" are presented in the same format:

1. An identification of the requirements;

   For each mandate listed, the source is cited (statute or regulation) and brief descriptive material is presented on the general character of the mandate.

   The analysis has identified two broad types of mandates: those which identify what schools must make available and which students must take, and those which identify what must be made available and students may elect to take. Since elementary school students typically do not have a choice of subjects, for the purposes of this report it is presumed that all subjects required by the state as "courses of study" (SBE-1, Section 4-3.1) in the elementary schools are required for all students. At the secondary level, it is presumed that the "minimum program of offerings" (SBE-1, Section 4-4.1) identifies what must be made available, and that students are not required by the state to take such courses except where specified by law or regulation.

   It is also presumed that, except where specifically noted in law or regulation, the time allotment for each of the mandated topics of instruction is the option of the local board of education. (Section 4-3.1 and 4-4.1 of SBE-1, Chapter IV)

2. A description of how the mandates came into being;

   Brief historical information on the current mandates is presented, identifying in particular the origin of the mandate and any significant alterations in its nature over time.

3. A statement of the way in which the requirements are being implemented;

For each mandate listed, information is provided regarding the way in which the requirements are being implemented. In this regard, it is important to note the distinction between the kind of implementation information which is available and the kind which is not - as well as the attendant limitations on each kind of information.

Available information - For the most part, the formal recognition process assures that districts are in at least nominal compliance with all the mandates. This level of compliance is so pervasive that the few exceptions do not merit singling out in the context of this study. The recognition process is one which focuses on the existence and quantification of the mandate but does not - as the mandates do not - address the quality of implementation or outcome.

The second major source of information is the State Board of Education's Census of Secondary School Course Offerings (Census), which collected data from junior high and high schools for the 1976-77 school year. (This Census has been replicated for the 1981-82 school year, but analysis of the data had not yet been completed at the time of this report. These data will be available during the 1982-83 fiscal year.) The Census provides the only available statewide data on course titles and enrollments -- all courses, not mandates alone. The 1976-77 data provide a snapshot; the 1981-82 data will allow for comparisons and identification of any shifts in emphasis in curricular offerings and the number of students involved. In neither case, however, do the data address the content, quality or outcomes of the courses offered or taken.

A more recent source of information is the High School and Beyond Study (HSB), sponsored by the National Center for Educational Statistics, which collected information regarding sophomores and seniors in Illinois and throughout the nation in 1980, from the classes of 1982 and 1980, respectively. Among the almost 600 variables studied were courses taken in high schools. Data from the HSB study used in this report refer only to public school students. Due to the research design used in selecting representative Illinois public schools and students to participate in the HSB, the data can be generalized to all Illinois sophomores and seniors at a high level of confidence.

For some of the mandates listed, some implementation information is available from studies conducted by individual researchers or professional associations. While offering some insight, the information is generally more descriptive than analytic in nature.

Information not available - Aside from the nominal compliance information from the recognition process, there are no firm data regarding statewide implementation of instructional mandates or other curricular aspects of the state's public elementary schools. The Census does not address elementary schools, since programs at the K-6 levels are not designated by course titles.

Also, given the traditional nature of instructional mandates (focus on input rather than outcome) and the authority of local districts to shape their own curriculum at all grade levels, there has been no driving reason for the state education agency to document or assess the content or quality of local instructional programs.

The agency has, however, begun to compile student achievement data from several sources. While not directly related to the effectiveness of individual instructional mandates, these data, when released in the fall of 1982, will begin to provide an overall picture of how well students are doing according to several measures of achievement. The data will afford some national comparisons as well as some trend information within the state over a ten-year period.

In summary, the information relating to mandate implementation first assumes that nominal compliance is being met statewide, and second, explores the specifics of implementation largely on the basis of Census of Course Offerings information for junior and senior high schools and the data from the High School and Beyond Study.

LANGUAGE ARTS

Language arts is a general term which incorporates a wide variety of instructional activity related to the use of language. For grades K-12, the term typically includes the following: reading (including reading fundamentals, reading in the content areas and vocabulary development); spelling, grammar and handwriting; composition; review and interpretation of literature; journalism; theatre; and speech, rhetoric and debate. Increasingly, listening skills are also referred to as an aspect of language arts.

1. Language Arts Requirements

There is no specific statutory requirement for instruction in the language arts. SBE-1 contains the following statements establishing language arts requirements:

a. Section 4-2.22 states that "Every school system has the responsibility to prepare students to read and communicate effectively."

b. The specific criteria for elementary schools (Section 4-3.1) require that they provide coordinated and supervised courses of study in "Language arts, reading and communication skills."

c. The specific criteria for high schools (Section 4-4.1) require that they provide a comprehensive curriculum which includes in its minimum program of offerings three units of language arts.

d. The minimum requirements for graduation from an Illinois high school (Section 4-4.6b) require that "In a four year high school, three units shall be in language arts and in a three year high school, two units shall be in language arts. In either instance, emphasis shall be on reading and writing skills, while one-half unit may be in oral communication."

2. History of the Language Arts Requirements

Reading in English, penmanship, spelling and English grammar were among the seven branches of instruction identified by the Illinois Legislature in 1845 as the course of study for schools supported by public funds. All subsequent guidelines and standards established by the state education agency have included instruction in these and other aspects of the language arts.

3. Implementation of the Language Arts Requirements

Reports based on the federally funded Right-to-Read projects suggest that nationally there has been increased emphasis on reading instruction in the elementary grades during the last few years, and that this instruction has been largely focused on the development of technical skills needed for reading. No statewide information has been collected regarding the overall organization, emphasis, frequency or duration of language arts instruction in Illinois schools, grades 1-6.

Knowledge about the language arts program provided in Illinois junior high schools comes from the State Board's 1977 Census of Secondary School Course Offerings. This study showed that at the junior high level, virtually all schools (over 90%) relied on grade-specific language arts courses ("7th grade English" and "8th grade English"). Eighty percent of such grade-specific courses were full-year courses and 89% were taught in uniform class periods each week. The study did not identify whether instruction was provided daily or for what amount of time.

Junior high school grade-specific courses were frequently supplemented by reading courses, a high percentage of which were required when offered by the school. Together, the various courses provided in the area of language arts constituted roughly one-fourth of the typical junior high school's academic course offerings.

At the high school level, over 300 language arts course titles were reported during the 1977 Census. Of these, grade-specific courses (e.g., "9th Grade English") were the most frequently offered and locally required; regardless of size, over two-thirds of the high schools offered grade-specific courses at the 9th and 10th grade levels.

The largest number of course titles was in the area of literature, with offerings ranging from "Bible Literature" to "Urban Literature" to "Future Literature", from courses in "Huckleberry Finn" to "Black Writers" to "Masterpieces". This array of courses was considered to reflect the specific circumstances of local schools rather than any general conception of what should comprise "English" or "literature". Literature courses accounted for about 21% of all enrollments in English.

The 1977 Census also showed that over 60% of Illinois high schools offered a basic course in speech. The data suggest that in most schools, the area of speech was dominated by traditional notions of "platform speaking".

Relatively few of the high schools offered specific writing courses and many of the courses which were available were in the areas of journalism and mass communication.

Given these data, it would appear that the SBE-1 requirements in language arts at the elementary, junior high and high school level are met primarily through grade-specific courses, whose content and emphases are not known.

MATHEMATICS

1. Mathematics Requirements

There is no specific statutory requirement for instruction in mathematics.

SBE-1 (Section 4-3.1) lists "mathematics" as one of the "coordinated and supervised courses of study" to be provided by elementary schools.

SBE-1 (Section 4-4.1) also lists "mathematics" as part of the "minimum program of offerings" for each high school.

Math is not required for graduation from high school except as determined by the local district.

2. History of the Mathematics Requirements

Arithmetic was one of the seven branches of instruction identified by the Illinois General Assembly in 1845 as the course of study for schools supported by public funds, and some aspect of mathematics has been included as a part of every suggested course of study subsequently developed by the state education agency.

3. Implementation of the Mathematics Requirements

No statewide information has been collected by the State Board of Education regarding the amount and type of mathematics instruction provided for Illinois elementary students (K-6). However, a report by the National Council of Teachers of Mathematics (NCTM) entitled An Agenda for Action: Recommendations for School Mathematics in the 1980's, indicated that in most schools, mathematics in the first six or seven grades is a common course for all students, best decribed as general mathematics. Although no information is available regarding the focus of mathematics instruction, the NCTM publication indicated that "the current organization of the curriculum emphasizes component computational skills apart from their application."

The NCTM report also indicated that the average amount of time spent on mathematics at the elementary level is about one-half that spent for reading and about twice that spent on either science or social studies -- i.e., an average of 44 minutes for math and 20 for science.
This publication argued that the fundamental skills include the ability to select and use these skills in a variety of situations.

The typical junior high school math program, as identified by the 1977 Census, consisted of general math, elementary algebra and remedial math.

Mathematics offerings reported by the 704 Illinois public high schools participating in the 1977 Census ranged from calculus and college level mathematics to general mathematics; from consumer mathematics and remedial mathematics to specialized courses in probability and statistics. The most frequently offered courses were elementary algebra (offered by 77% of the schools); plane geometry (offered by 62% of the schools); and general mathematics (61%). Very few schools required that students take a specific math class; only 47 of the 704 high schools (7%) required elementary general math, 29 (4%) required elementary algebra, and 16 (2%) required intermediate algebra. It is not known how many secondary schools had a general mathematics requirement which could be fulfilled by any of several different courses. This information will be available upon completion of the analysis of the 1981-82 Census of Secondary School Course Offerings.

Whether required or elective, about 60% of all Illinois high school students were enrolled in mathematics courses in 1976-77. Of these students, about 34% were enrolled in either elementary algebra or plane geometry and about 18% were enrolled in intermediate and advanced geometry. Less than 1% of the enrollment in the high schools surveyed in the 1977 Census was in advanced courses such as calculus, analytical geometry or probability and statistics.

Data from the national High School and Beyond Study shows comparative figures between Illinois and the nation for seniors who took mathematics during grades 10-12 (see Table 1).

Table 1

PERCENTAGE OF U.S. AND ILLINOIS SENIORS HAVING COMPLETED STUDY OF MATHEMATICS IN GRADES 10-12

Mathematics	U.S.	Illinois
1 year or more	93.0	88.7
2 years or more	68.7	61.1
3 years or more	33.5	28.5

This table shows that Illinois' enrollment pattern is parallel although lower than the national as a whole. While not shown on this table, other HSB data show that 8% of the seniors reported taking no math in grades 10-12.

The HSB study also identified the percentages of Illinois high school seniors who took remedial or advanced courses. Thirty percent of the class of 1980 had taken remedial mathematics and 25% had taken advanced mathematics.

SCIENCE

1. Science Requirements

There is no specific statutory requirement for instruction in science.

SBE-1 (Section 4-3.1) lists "science" as one of the "coordinated and supervised courses of study" to be provided by all elementary schools and as part of the "minimum program of offerings" for each high school (Section 4-4.1).

Science is not required for graduation from high school except as determined by the local school district.

2. History of the Science Mandates

In 1872, the General Assembly added "Natural science, Physiology and the Laws of Health" to the seven branches of instruction which comprised the basic curriculum of schools supported by public funds. The then State Superintendent of Public Instruction devoted more than 25 pages of his biennial report to defining the "elements" of this requirement (the natural sciences were to include botany, zoology and natural philosophy), defending its importance, explaining how time for the subject could be found, and describing appropriate lesson plans.

All subsequent "Courses of Study" established by the state education agency have included the teaching of one or more of the aspects of science as an integral part of the instructional program. In addition, the earliest recognition standards for high schools required that "either one-half unit of physiology or one unit of general science should be required of all pupils in the first year." This requirement was later dropped.

3. Implementation of the Science Requirements

There is no statewide information available about what science instruction is being provided in Illinois elementary schools.

A national survey of school administrators, supervisors and teachers described in the publication, What are the Needs in Precollege Science, Mathematics and Social Science Education: Views from the Field, indicated that elementary science typically is not regarded as "basic" and is therefore given a low priority in comparison to reading, mathematics, social studies and health. Elementary schools were reported to invest only a small proportion of their budgets in science curriculum materials, and most teachers were reported to see little relationship between science and other areas of the curriculum. According to this survey, students receive an average of 19-20 minutes per day of science instruction in grades K-3 and 35 minutes per day in grades 4-6. Fewer than one-fourth of the teachers surveyed felt well qualified to teach science and 16% felt "not well qualified." One of the most pessimistic findings of this survey was that "fewer than half of the nation's elementary school children are likely to have even a single year in which their teachers will give science a significant share of the curriculum and do a good job of it."

At the secondary level, science offerings, like those in mathematics, are diverse, ranging from physiology and anatomy to college level biology and astronomy, and from general science, ecology and environmental science to biology, chemistry and physics. More than three-quarters of Illinois high schools (76%) offered physics in 1976-77 even though enrollment was typically relatively small.

The science courses in which most Illinois students enroll are biology, chemistry, physical science, general science, earth science, and physics. The pattern of student enrollment in science courses, as shown in the 1977 Census, is indicated in the following table.

Table 2

Science Courses in which the Largest Relative Proportions of Illinois High School Students Are Enrolled

Course Title	# Schools Offering	% of State Total	% Students Enrolled	% of Schools' Enrollment
Biology, 1st yr.	620	88.1	12.9	14.7
Chemistry, 1st yr.	597	84.8	5.6	6.1
Phy. Science, 1 and 2 yr.	307	43.6	5.4	10.1
Gen. Science, gr. 9	291	41.3	4.9	12.4
Earth Science	227	32.2	3.4	7.0
Physics, 1st yr.	535	76.0	2.6	3.1
Biology, 2nd yr.	354	50.3	2.1	3.9
BSCS Yellow/ Special	45	6.4	1.3	11.7
Biology-Life Science	85	12.1	1.3	8.7
Remedial Science	37	5.3	1.1	10.0
BSCS Green/Blue	52	7.4	1.1	11.7

The first seven courses accounted for 68% of the science enrollment and were the only courses that were offered in more than 30% of the schools. Biology 2nd year/advanced was the course most often chosen by students who take but one advanced course.

The amount of science taken by high school seniors in 1980, according to the HSB data, is shown in Table 3.

Table 3

Percentage of U.S. and Illinois Seniors Having Completed Study of Science in Grades 10-12

Course	U.S.	Illinois
1 year or more	90.1	85.7
2 years or more	53.5	48.0
3 years or more	23.2	20.3
Physics	21.6	22.8
Chemistry	40.3	40.5

As noted for the mathematics data, Illinois science enrollments were parallel to but lower than the nation's; for both, however, the drop in enrollment between "one year or more" and "two years or more" is dramatic. Other HSB data show that 13% of the Illinois seniors reported taking no science courses during grades 10-12.

SOCIAL STUDIES, CITIZENSHIP, HISTORY AND GOVERNMENT

1. Social Studies Requirements

There are three specific statutory provisions in the School Code for teaching, learning or examination in U.S. history, American government, and related social studies and citizenship subject matter -- Sections 27-3; 27-4; and 27-21.

These laws establish the following requirements:

a. 27-21. History of United States

"History of the United States shall be taught in all public schools and in all other educational institutions in this State supported or maintained, in whole or in part, by public funds. The teaching of history shall have as one of its objectives the imparting to pupils of a comprehensive idea of our democratic form of government and the principles for which our government stands as regards other nations, including the study of the place of our government in world-wide movements and the leaders thereof, with particular stress upon the principles and ideals of our representative form of government. The teaching of history shall include a study of the role and contribution of American Negroes and other ethnic groups including, but not restricted to Polish, Lithuanian, German, Hungarian, Irish, Bohemian, Russian, Albanian, Italian, Czechoslovakian, French, Scots, etc. in the history of this country and this state. No pupil shall be graduated from the eighth grade of any public school unless he has received such instruction in the history of the United States and gives evidence of having a comprehensive knowledge thereof."

b. 27-3. Patriotism and principles of representative government -- Proper use of flag -- Method of voting -- Pledge of Allegiance

"American patriotism and the principles of representative government, as enunciated in the American Declaration of Independence, the Constitution of the United States of America and the Constitution of the State of Illinois, and the proper use and display of the American flag, shall be taught in all public schools and other educational institutions supported or maintained in whole or in part by public funds. No student shall receive a certificate of graduation without passing a satisfactory examination upon such subjects.

Instruction shall be given in all such schools and institutions in the method of voting at elections by means of the Australian Ballot system and the method of the counting of votes for candidates.

The Pledge of Allegiance shall be recited each school day by pupils in elementary educational institutions supported or maintained in whole or in part by public funds."

c. 27-4. Time devoted to subjects mentioned in Section 27-3

"Not less than one hour of each school week shall be devoted to the subject mentioned in Section 27-3 in the seventh and eighth grades or their equivalent, and not less than one hour of each school week to the advanced study thereof in all high school grades, in the public schools and other institutions mentioned in such section. This section does not prevent the study of such subjects in any of the lower grades in such schools or institutions."

Based on these statutory provisions, SBE-1 contains the following statements relating to the social studies/citizenship curriculum of the public schools.

a. Section 4-2.23 states that:

"Each school system shall provide history and social studies courses which do the following: analyze the principles of representative government, the Constitutions of both the United States and the State of Illinois, the proper use of the flag, and how these concepts have related, and presently do relate, in actual practice in our world. The teaching of history of the United States shall include a study of the role and contributions of ethnic groups in the history of this country and the state."

b. Section 4-3.1 lists "social studies" as one of the subjects to be provided as a coordinated and supervised course of study in elementary schools.

c. Section 4-4.1 lists "History of the United States, one unit" as part of the high school's minimum program of offerings. Another section (4-6) indicates that in order to graduate from high school, a student must have one of the 16 required units in American History or American History and Government.

d. Sections 4-3.2 and 4-4.6(c) cite the legislative requirements for teaching patriotism, the principles of representative government, and the display of the flag; the minimum time for these subjects; and the passing of an examination on these subjects.

e. Section 4-2.16 states that "Every school district has the responsibility to prepare students for full citizenship. To this end, each school district should encourage student discussion and communications in areas of local, state, national and international concern."

Because the various requirements for instruction in history and patriotism are somewhat confusing, particularly in the amount of time required, the state education agency has indicated that:

a. U.S. history and government can be taught in the same course;

b. At the 7th and 8th grade levels, instruction must be equivalent to one hour per day for the two years; normally this will be provided through a one-semester course each year;

c. Students must pass a locally developed "Constitution Test" in order to graduate from the 8th grade and also from high school.

2. History of the Social Studies Requirements

In Illinois, U.S. history was among the initial seven branches of instruction prescribed for the public schools and has been consistently required since that time. A specific statute requiring the teaching of U.S. history was adopted in 1943. In 1945, legislation was passed requiring that the teaching of history must include teaching of the "History of the Negroe Race." In 1967, in answer to widespread public interest in using schools to assist young citizens in adjusting to a multi-cultural, multi-racial society, the 75th General Assembly required that the teaching of American history include the "study of the role and contributions of American Negroes and other ethnic groups, including but not restricted to Polish, Lithuanian, German, Hungarian, Irish, Bohemian, Russian, Albanian, Italian, Czechoslovakian, French, Scots, etc. in the history of this country and this State."

In 1921, specific legislation requiring the teaching of patriotism and the principles of representative government was adopted; initially this called for two hours of such instruction per week, but this was amended to one hour (the current requirement) during the legislative process. In 1935, this law was amended to require instruction regarding proper use and display of the American flag; in 1943, the Legislature added instruction regarding the method of voting to the list of required topics. In 1953, the 68th General Assembly added the requirement that graduation was contingent on satisfactory examination in these subjects.

The requirement that the Pledge of Allegiance be recited each school day was adopted in 1979. It was originally proposed for both elementary and secondary schools; however, during the legislative process, secondary schools were deleted from the requirement.

The 1970 Illinois Constitution contains this statement affirming the State's commitment to areas addressed by the social studies mandates:

> "A frequent recurrence to the fundamental principles of civil government is necessary to preserve the blessings of liberty. These blessings cannot endure unless the people recognize their corresponding obligations and responsibilities."

3. Implementation of the Social Studies Requirements

There is no statewide information about how the requirement for "social studies" is implemented in Illinois elementary schools. A major national study conducted by the Research Triangle Institute and a series of case studies of school practices conducted by the Center for

Instructional Research and Curriculum Evaluation, University of Illinois, point to a "strong similarity of courses or topics taught at grades K-12 across the nation." The typical sequence, which is "held rather firmly in place by state laws, district requirements, textbook offerings and tradition", is shown below.

Figure 1

DOMINANT SOCIAL STUDIES CURRICULUM ORGANIZATIONAL PATTERN

K - Self, School, Community and Home

1 - Families

2 - Neighborhoods

3 - Communities

4 - State History, Geographic Regions

5 - U.S. History

6 - World Cultures, Western Hemisphere

7 - World Geography or History

8 - American History

9 - Civics or World Cultures

10 - World History

11 - American History

12 - American Government

This "dominant curriculum" provides for the teaching of American history at three different grade levels -- 5th, 8th and 11th. This pattern is reportedly followed in Illinois schools, which are required to provide such instruction at least in 7th/8th grades and in high school. The State Board of Education Student Advisory Council reports that in many districts there appears to be a considerable amount of repetition in the content of elementary and secondary American history and government courses. Some districts have reportedly attempted to focus the 8th grade history program on the period up to the Civil War and the 11th grade program on the post-Civil War period. Other districts have differentiated the courses according to level of difficulty, with the high school class pursuing a more rigorous examination of American history and government than occurs in the 8th grade.

Students are required to take a "Constitution Test" before graduating from both the 8th grade and high school. This is the only mandate in which the State requires a successful demonstration of knowledge. Such tests are locally developed and there is reportedly a great deal of variation in district practices, ranging from lengthy special tests to successful completion of regular end-of-course examinations.

The 1977 Census found that Illinois junior high and high schools offer a great many social studies courses in addition to those related to history and government. Social studies courses were reported under 235 titles for high schools and under 72 titles for junior high schools. The courses covered psychology, sociology, anthropology, current events, comparative religions, urban studies and numerous other areas.

FOREIGN LANGUAGES

Instruction in foreign language has traditionally involved learning to understand, speak, read and write a language other than English. It has also always been widely accepted that the curriculum should include pertinent cultural information and understandings as well as literary selections. By virtue of the State Board of Education policy adopted in April, 1980, the focus of foreign language instruction has been closely linked with international studies -- i.e., the study of other cultures and major global issues.

1. Foreign Language Requirements

The School Code of Illinois does not require instruction in foreign language. It does, however, provide that local districts may award credit for students who demonstrate proficiency in a foreign language:

> Section 10-22.48. (School Boards are empowered) "To grant one year of high school foreign language credit to any student who has graduated from an accredited elementary school and who can demonstrate proficiency in a language other than English. Proficiency shall be determined by academic criteria acceptable to local school boards."

SBE-1 (Section 4-4.1) lists "foreign language" as one of the program offerings which high schools must provide as an elective course. SBE-1 does not require that instruction be available in a specific language, nor for a specific number of years.

2. History of the Foreign Language Requirements

Foreign languages were never included in the state course of study for elementary grades; however, from the first state recognition of high schools, foreign languages were designated as a part of the suggested school program. Language study was a legacy of the classical curriculum of eastern schools and academies, but the continued emphasis given such study was largely related to the need to ensure that Illinois high school graduates wishing to go to college would be able to meet the language entrance requirements.

The 1971 state regulatory document was the first to identify the desired elements of a district's program of offerings; this publication indicated that secondary districts "should provide a comprehensive curriculum for all interests and abilities", including in its minimum program of offerings "foreign languages (preferably 3 or 4 units)." In 1973, foreign language was identifed as a required component of the minimum program of secondary school course offerings, but the suggested number of units was deleted.

3. Implementation of the Foreign Language Requirements

The most recent data regarding foreign language instruction provided in Illinois were collected through the 1977 Census of Secondary School Course Offerings. These data show that:

a. In 1976-77, 666 high schools (95% of 704 schools) reported offering one or more foreign language courses, and 98% of the students attended schools offering at least one foreign language course. However, over 15,000 students attended the 5% of Illinois high schools which reported that they did not offer a foreign language course.

   Two hundred of the State's 459 junior high schools (44%) offered at least one foreign language.

b. Eighty-five basic foreign language courses were being taught in Illinois high schools during the period studied. The languages most widely available in Illinois schools were as follows: first-year Spanish (521 high schools); first-year French (411 high schools); first-year German (252 high schools); and first-year Latin (126 high schools).

c. High schools with enrollments of less than 200 students generally offered only Spanish and/or French on the first and second year levels, and none offered a language course outside the traditional Spanish-French-German-Latin groups. In schools of over 1000 students, Hebrew, Italian and Russian were also made available to students, and in schools of over 1700, students were offered Greek, Polish and other languages. There were few schools of any size offering Eastern languages.

d. The number and variety of course offerings available to students differed significantly from school to school. Table 4 shows the relationship between course availability and school size.

Table 4

Number of Course Offerings in Foreign Languages by Enrollment in Illinois Public High Schools, 1976-77

School Enrollment	Low	Hi	25%ile	Median	75%ile
200	0	6	1	2	2
200-499	0	16	2	3	4
500-999	0	19	4	5	7
1000-1699	0	23	8	11	14
1700-2599	0	30	10	13	16
2600 or more	2	30	13	15	19
All	0	30	2	4	17

e. About 23% of the high school students enrolled in foreign language courses in 1976-77.

Informal evidence from local districts indicates that a number of them have trouble meeting the requirement for foreign language instruction. In some cases, this is because of difficulty in locating staff; however, especially in small schools, the cost of providing the program to a small number of students is burdensome. At least some small districts are reported to be meeting this requirement through a cooperative arrangement with neighboring school districts and/or the area community college. Others combine advanced classes (e.g., French III and IV), alternate course availability (e.g., some students may have French IV before French III) and/or use a variety of electronic devices. At the other end of the spectrum are those large districts which offer a variety of languages and a few districts which are developing highly sophisticated language and international studies programs.

Most first and second year language courses provide a basic functional vocabulary and grammatical framework, but are not organized to develop a high level of written or oral fluency. In Illinois, advanced courses in a language (third and fourth years) were infrequently available in 1976-77 and even where available, student enrollment in foreign language instruction tended to decline sharply at the end of the second year. Table 5 shows the percent of Illinois high school seniors who have taken various amounts of foreign language, as reported in the High School and Beyond Study data.

Table 5

Percent of Illinois High School Seniors Who Have Taken Various Amounts of Foreign Languages

	% .5-1 yr.	% 1.5-2 yr.	% 2.5-3 yr.	% 3 yrs.
Spanish	17	12	4	1
French	6	5	2	1
German	3	2	1	0

Forty-five percent of the students reporting indicated that they had taken none of the three foreign languages.

ART AND MUSIC

1. Art and Music Requirements

The current statutory reference to art and music does not make instruction in these subjects mandatory. Article 27-1 of the School Code states that:

> "Every school established under this Act shall be for instruction in the branches of education prescribed in the qualifications for teachers and in such other branches including vocal music and drawing, as the school board or the voters of the district at the regular election of the school board members may prescribe. The school board may provide for instruction in instrumental music and other visual and performing arts in order to provide an educated and useful citizenry, encourage intellectual development, and foster appreciation for, and active participation in, music and the other arts." (Emphasis added)

SBE-1 (Section 4-3.1) lists both "art" and "music" as subjects which must be provided as coordinated and supervised courses of study at the elementary and as part of the minimum program of offerings at the secondary level; however, the frequency, duration, method and content of this instruction is subject to local determination.

2. History of the Art and Music Requirements

In 1872, the law specifying the course of instruction for the State's public schools was modified to authorize local districts to provide vocal music and drawing. This early and specific mention of these subjects may be attributed to the importance the arts had for the citizens of the State; music and art were not only considered to be desirable recreational activities, but both were considered to have a favorable influence on the character of the child. In addition, drawing was believed to train the mind and was therefore a important part of the intellectual development of the student.

Vocal music was included in the State Course of Study for elementary schools in 1894. When the State began to recognize high schools, the suggested curriculum included "freehand drawing."

In 1971, "Art and Music" were listed in the state education agency's recognition standards as among the areas of study which districts should provide at the elementary level and among the minimum program of offerings which should be provided at the secondary level (emphasis added). The 1973 recognition standards made the provision of art and music mandatory at each level.

In 1979, the Illinois Chapter of the American Choral Directors Association initiated legislation which added to The School Code the statement that:

"The school board may provide for instruction in instrumental music and other visual and performing arts in order to provide an educated and useful citizenry, encourage intellectual development, and foster appreciation for, and active participation in, music and the other arts."

3. Implementation of the Art and Music Requirements

A 1980 study by James M. Brinkman, Professor of Music at Eastern Illinois University, showed that the typical elementary school music program in Illinois consisted of music instruction provided twice a week by a music specialist. However, larger schools provided relatively less instruction, with music classes meeting only once a week; this appeared to be a factor of a limited number of specialists to serve a larger population. There is no statewide information available regarding elementary school art programs. State education agency staff who provide program leadership in music and art report that school districts are increasingly depending on the elementary classroom teacher to provide instruction in the arts.

The 1977 Census found that in most junior high schools, a basic art and music course were provided, but there was seldom an opportunity for advanced study. Three-fourths of the junior high schools offered band, three out of five offered chorus and about one-third offered orchestra.

At the high school level, the Census showed that in 1976-77, 9% of the high schools offered no art classes. This meant that some 20,000 students (3%) attended schools which did not provide art. However, less than 2% of the high schools did not provide music programs. In both art and music, the largest high schools provided a fairly large range of course offerings, but the majority of schools provided a minimal number. The majority of courses in both areas emphasized performance.

There were few local requirements for students to take specific art courses and only a handful of schools, all of them small, required either an art or music course for graduation.

Enrollments in art and music courses varied by course (typically students took more music than art) and by location (art enrollments were highest in central cities and lowest in rural areas; music enrollments were proportionately higher in rural areas than in the suburbs). Generally, fewer than one-fourth of Illinois high school students were enrolled in either a music or art course in 1976-77.

In 1978, the State Board of Education adopted a resolution supporting the Illinois Plan for Arts in General Education. This advisory plan stressed the inter-relatedness of the arts with one another and with other aspects of the instructional program. This plan, which has subsequently served as a guide for local district art and music programs, listed six vital components of a comprehensive arts in general education program:

a. Generalized Arts Instruction - takes place in the elementary schools and is taught by the classroom teachers. Focus is on basic skills and general concepts that apply to all the arts.

b. Traditional Arts Instruction - taught by arts specialists at all levels of education and usually consisting of music, the visual arts, dance and drama;

c. Integrated Arts Instruction - the arts are used in the curriculum to motivate students and to enrich and extend other subject areas -- e.g., math, science, etc.;

d. Interrelated Arts Instruction - teaches students to recognize the same aesthetic concept in more than one art as well as the natural relationships between the arts disciplines. Such classes are often team-taught at the secondary level;

e. Specialized Arts Instruction - ideally, incorporated into the curriculum at all school levels and taught by both classroom and specialist teachers. This is designed for the gifted as well as the handicapped;

f. Extended Arts Instruction - refers to those programs and experiences which are not usually part of the school curriculum. Students are introduced to the resources of their community, state, region and nation. Teachers may involve parent volunteers, artists-in-the-schools, and professional performing groups.

CAREER EDUCATION

1. Career Education Requirements

Career education is not required by The School Code.

SBE-1 lists the following requirement:

SBE-1, Section 4-2.12

a. The educational system shall provide every student with opportunities to prepare themselves for the entry into the world of work.

b. Every district shall initiate a Career Awareness and Exploration Program which should enable students to make more meaningful and informed career decisions. This program should be available at all grade levels.

SBE-1, Section 4-3.1 requires that elementary schools provide "Career Education - Awareness and Exploration" as a coordinated and supervised course of study. The time allotment is the option of the local board of education.

Section 4-4.1 requires that secondary schools provide, as a part of the minimum program of offerings, "Career Education - Orientation and Preparation."

2. History of the Career Education Requirements

Career education as a formal approach to student learning about career options (separate from vocational education) came about largely as the result of the State Board of Vocational Education and Rehabilitation. During the 1970's, the U.S. Commissioner of Education adopted the career education concept as a major initiative and secured special federal funding to develop career education programs at the state and local levels. Illinois was among the early and enthusiastic participants in this programming, and the requirement for career education was adopted in 1973.

3. Implementation of the Career Education Requirements

Since career education is considered as a concept, it is intended that it be integrated throughout the curriculum at the elementary and secondary level. Generally, career education is implemented through the "occupational information programs" funded through vocational education.

The State Board of Education has recently adopted a plan for an indepth study of the elementary and secondary schools' responsibility for education for employment. This study is scheduled for completion during the spring of 1983.

VOCATIONAL EDUCATION

1. Vocational Education Requirements

Although vocational education is not mandated by The School Code, state law does give the State Board of Education authority to administer federal vocational education funds and to develop rules and regulations relating to vocational education. Pursuant to this authority, and to its general authority to make regulations regarding the curriculum of the schools, the State Board has established the following:

> SBE-1, Section 4-4.1 requires that secondary schools provide a comprehensive curriculum which includes "Vocational Education - Job Entry Skill Development." The time allocation is the option of the local board of education.

In addition, vocational programs which are supported with state/federal funds must comply with the Rules and Regulations for the Administration of Vocational Programs.

2. History of the Vocational Education Requirements

The inclusion of "practical training" in the instructional program of the public schools has been advocated since the middle of the 19th century. Known variously as manual training, industrial education and domestic arts, these programs provided knowledge and skills which had more or less immediate value to both the student and to society. As a result, school districts adopted such programs without a mandate and the legislative history of vocational education has been characterized more by authorization and funding efforts than by compulsion.

In 1919, Illinois adopted the federal definition of vocational education as set forth in the Smith-Hughes Act. Earlier state and local philosophies had encouraged a full range of employment-related activities. However, the federal legislation narrowed the focus of vocational training:

> "...because the Morrill Acts has provided for vocational education of college grade - that is, preparation and occupations that require four or more years of preparation beyond high school - the vocational education movement...focused upon job preparation that could be achieved in programs offered in educational institutions of less than college grade. Such programs were identified in terms of job in the occupational areas of agriculture, trades and industries, and home economics."
>
> (From: Implications from the History of Vocational Education by Dr. Melvin L. Barlow)

Subsequent vocational education programming in Illinois followed this model.

Although a number of references were made in early recognition standards to the desirability of providing vocational education programs, school districts were first required to include vocational eduction in their minimum program offerings in 1973.

3. Implementation of the Vocational Education Requirements

The State Board of Education has identified career planning opportunities and vocational education as components of the continuum of educational experiences designed to provide students with knowledge, skills, and attitudes specific to making an occupational choice and securing and maintaining employment. The "Illinois Model for Employment Education" depicts this continuum and the conceptual framework on which both state and local education programs are built.

In elementary schools, the focus is on career awareness and exploration. Learning activities, which are referred to for funding purposes as "occupational information programs", encompass career awareness, self-awareness and career exploration and are generally integrated through the curriculum rather than taught as a separate subject. For example, a story may be chosen for reading class because it provides information about a specific career; when discussed by the group, the single activity addresses reading, communications and career exploration. During FY 81, 436 funded occupational information programs provided career education activities for 1,029,466 elementary school students in Illinois.

At the 9th and 10th grade level, school districts are encouraged to provide students with a more intensive career exploration activity, "career orientation." Students work with vocational guidance counselors to identify personal preferences related to occupational choice and to select courses which "sample" the possible job training opportunities. For example, a student might take Home Economics I and Typing I in an attempt to determine which program is better suited to his/her interests and abilities.

Vocational education, as defined in the State Board of Education regulations, means "organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment or for additional preparation for a career, except that such programs shall not include preparation for careers generally considered to be professional or requiring a baccalaureate or higher degree".

Consistent with this definition, vocational education job entry skill programs are provided in five basic areas:

- Agriculture Occupations
- Industrial Occupations
- Home Economics Occupations
- Business/Marketing/Management Occupations
- Health Occupations

Thirty-six percent of the typical high school curriculum in Illinois, as reported in the 1977 Census of Secondary School Course Offerings, is comprised of vocational-related courses. Virtually all of these courses are elective for the students; less than one-tenth of the reporting schools required one or more specific courses.

The State Board of Education has recently adopted a plan for an indepth study of the elementary and secondary schools' responsibility for education for employment. This study is scheduled for completion during the spring of 1983.

HEALTH EDUCATION

"Comprehensive health education" is defined in law as:

> "...A systematic and extensive educational program designed to provide a variety of learning experiences based upon scientific knowledge of the human organism as it functions within its environment which will favorably influence the knowledge, attitudes, values and practices of Illinois school youth; and which will aid them in making wise personal decisions in matters of health."

1. Health Education Requirements

The Critical Health Problems and Comprehensive Health Education Act (P.A. 77-1405) requires that each school district in Illinois provide a comprehensive health education program which includes, but is not limited to, the following major areas:

a. human ecology and health
b. human growth and development
c. prevention and control of disease
d. public and environmental health
e. consumer health
f. safety education and disaster survival
g. mental health and illness
h. personal health habits
i. alcohol
j. drug use and abuse
k. tobacco
l. nutrition
m. dental health

Section 27-11 of The School Code stipulates that "no pupil shall be required to take or participate in instruction on diseases if a parent or guardian files a written objection on constitutional grounds, and refusal to take or participate in such instruction on such grounds shall not be reason for suspension or expulsion of the student. However, nothing in this law prohibits instruction in sanitation and hygiene."

Rules and regulations regarding health education programs, which were developed by the state education agency as required in the Act, establish the following:

a. Health education should be identified and developed as a distinct subject matter area in the school curriculum.

b. In planning the program, a concerted effort should be directed toward developing a sequential program, grades K-12. Emergency programs, which emphasize only special health topics, should be avoided.

c. Time requirements for health education in grades K-6 are not specified. However, the elementary school program must provide a planned curriculum composed of specific units of instruction for particular grade levels.

d. At the middle school and/or junior high school level, the minimal time allocation shall not be less than the one semester or equivalent. This may be offered as a one semester course, meeting daily, or in conjunction with another course on a block-of-time arrangement.

e. At the senior high school level, the minimal time allocation shall not be less than one semester, at any grade level or combination of grade levels.

f. Where scheduling arrangements such as modular scheduling and individualization of instruction are employed, the board of education must certify their students have met the minimum time allocation.

In addition, federal Title IX regulations require that health education classes be coeducational except during times when the materials and discussion deal exclusively with human sexuality.

In Illinois, sex-education/family-life education is not required either as a part of the Comprehensive Health Education Act or as a separate topic for instruction; however, where it is provided by local option, such programs are subject to specific state laws.

Section 27-9.1 of The School Code of Illinois allows parents to examine the instructional materials to be used for a sex education class or course and to exclude their child(ren) from sex education instruction by making their wishes known to school officials in writing.

Section 27-9.2 requires that schools teaching sex education must teach alternatives to abortion.

2. History of the Health Education Requirements

The first statutory reference to health education was made in 1872, when the course of study for the public schools was expanded to include "the Elements of the Natural Sciences, Physiology, and Laws of Health". These latter two elements as were defined as:

> "Physiology: the mechanical system, consisting of bones, joints, and muscles; the nervous system, including the brain, spinal marrow, nerves and organs of sense; and the repairing system, embracing digestion, circulation, respiration, absorption, and secretion.
>
> Hygiene or Laws of Health: 1. Air and Health; 2. Water and Health; 3. Food and Health; 4. Clothing and Health; 5. Exercise and Health; 6. Mental Hygiene, or the Relation of the Mind and Body."

At least part of the impetus for this law was the influx of Eastern European immigrants during the last half of the 19th century and a corresponding increase in urban slums. A Willamette Law Review article entitled "Legislative Control of the Public School Curriculum" described this relationship:

> "The immigration problem could not be solved merely by teaching English, however, and immigration was not the only social problem of the nineteenth century. Individuals were struggling to correct dysfunctional institutions in the urban environment. Education was seen as a way both to improve individuals and to ameliorate urban social problems. Laws requiring the teaching of hygiene and sanitation, presently in effect in more than half the states, date from the turn of the century, which saw the rise of the settlement house. Such statutes require the teaching of oral hygiene, the nature and means by which diseases are spread, and personal and social health.
>
> Urbanization called attention to the need for practical health training, such as "the power of the several organs, the limits of their strength, the means of developing them, (their) proper uses, and the evils of (their) misuse."

In 1889, the Illinois General Assembly adopted legislation requiring instruction regarding the nature of alcoholic drinks and other narcotics. This action reflected the campaigning of the Women's Christian Temperance Union, whose goal was to "raise an entire generation committed to the eradication of alcohol, thereby laying the foundation for Prohibition." This law was repeatedly expanded; by 1909, it was not only specific in its requirements, but it also contained the first explicit curriculum-related sanction:

> "The nature of alcoholic drinks and other narcotics and their effects on the human system shall be taught in connection with the various divisions of physiology and hygiene, as thoroughly as are other branches, in all schools under State control... All pupils...below the second year in the high school and above the third year of school work...shall be taught and study this subject every year from suitable textbooks in the hands of all pupils, for not less than four lessons a week for ten or more weeks of each year, and must pass the same tests in this as in other studies...For students below high school grade, such textbooks shall give at least one-fifth their space, and for students of high school grade shall give not less than twenty pages to the nature and effect of alcoholic drinks and other narcotics...No teacher shall be licensed to teach who has not passed a satisfactory examination in

this subject and the best methods for teaching it. Any school officer or officers who shall neglect or fail to comply with the provisions of this section shall forfeit and pay for each offense the sum of not less than five dollars nor more than twenty-five dollars." (emphasis added)

During the early years of the 20th century, health education became associated with physical education. School boards were required to provide for the "health, physical education and training of pupils" (Section 27-5 of The School Code), and students were required to "engage daily...in courses of physical education and health instruction" (Section 27-6).

During the 1940's, Illinois received two grants from the Kellogg Foundation to study health education in the State. A Joint Committee on Health Education, required as a condition of the grants, eventually identified four problems which it believed indicated the need for mandatory health education legislation:

a. The existing legislation relating to health education was vague, located in several different sections of the statutes, and seemed to allow school districts an "out".

b. Teacher requirements treated health and physical education as one area, and many physical education teachers had had little or no training in health matters.

c. Although health instruction in the elementary schools was generally adequate, at the high school level it was often combined with another course and given little time or attention.

d. Schools and communities tended to shift their efforts from one critical health problem to another.

In 1969, a meeting between the Health Instruction Committee of the Joint Committee, the Superintendent of Public Instruction and the Director of Public Health resulted in the two state departments pledging their support for a required comprehensive health education program in the public schools. A bill was drafted and, even though there was a change in the administration of the state education agency in 1971, the agency supported the bill through the legislative process to its successful adoption.

The Comprehensive Health Act became effective in August, 1971. An appropriation to provide $250,000 annual funding for implementation was line-item vetoed by the Governor. Subsequently, clean-up legislation removed references to health education in other sections of the law and repealed the statute which required instruction regarding alcohol, drugs, and tobacco (Section 27-10).

A critical interpretation of this mandate -- that health instruction could no longer be provided in lieu of one semester of physical education -- was given by the state education agency when it developed guidelines and regulations for the implementation of the Comprehensive Health Education Act. Since this meant that school districts were forced to add another course to their curriculum, there were many complaints, a number of which are still voiced today.

A "Sex Education Act" was adopted by the Illinois General Assembly in 1965. This Act required the state education agency, whose responsibility to "aid in the establishment of educational programs designed to provide to pupils in elementary and secondary schools of the State, wholesome and comprehensive education in regard to the emotional, psychological, hygienic, and social responsibility aspects of family life and sexual relations, and the dangers of illicit sexual relations." Actual establishment of such programs remained optional on the part of local districts.

The law giving parents the right to examine sex-education materials and to withdraw their child(ren) from sex-education instruction was adopted in 1969, and the requirement for instruction in alternatives to abortion was enacted in 1978.

3. Implementation of the Health Education Requirements

In 1972, a survey conducted by the state education agency to ascertain the status of health education in Illinois schools revealed that health education was taught on a "hit or miss basis", and that almost any teacher, regardless of training, might be asked to teach the subject. When this survey was replicated in 1975, the results indicated that substantial progress had been made by schools in implementation, scheduling procedures and the qualifications of personnel teaching the courses. Comments by students, parents and school administrators were generally positive, although there were continued complaints about finding time for the course and about the number of topics to be covered in the time available.

The most current information about district health education practices comes from the 1977 Census of Secondary School Course Offerings. At that time, health education at the junior high and high school levels was generally provided as a single course.

There is no information available about how many districts provide instruction related to sex-education/family-life education. However, in a 1981 Gallup poll, 48% of the public questioned thought sex education should be a part of the elementary school program and 76% thought it should be provided in the high schools.

SAFETY EDUCATION

Safety Education is defined in The School Code as a program of instruction which includes auto, home, recreation, school, and vocational safety and, for students in grades 9-11, cardio-pulmonary resuscitation.

1. Safety Education Requirements

Section 27-23 of The School Code, in conjunction with Section 27-17, requires safety instruction in both elementary and secondary school.

At the elementary level, safety education must be taught in grades 1-8 equivalent to one class period per week. Instruction must be provided in automobile safety, including traffic regulations and highway safety; safety in the home; safety in connection with recreational vehicles, safety in and around school buildings, and safety in connection with vocational work or training.

At the secondary level, each student must receive a minimum of 30 clock hours of classroom instruction, and the district must maintain a classroom course of study for each high school student resident in the district and for each out-of-school student between the ages of 15-21 years who requests it. The curriculum is to deal with those areas identified in the definition of safety education, the Illinois Vehicle Code (Chapters 11-16), the Litter Control Act as it pertains to auto use, and in grades 10-12, "the development of knowledge, attitudes, habits, and skills necessary for the safe operation of motor vehicles including motorcycles." In addition, secondary level safety education instruction is to be provided in all those areas identified for the elementary school, plus "cardio-pulmonary resuscitation for pupils enrolled in grades 9-11."

"Safety education and disaster survival" are also required components of the mandatory health education program.

2. History of the Safety Education Requirements

Concern for the safety of children both in and outside of school has occupied the attention of educators, parents, and citizen groups for many years, and specific laws such as those relating to fire and tornado drills reflect this interest. In 1941, this concern culminated with the passage of legislation which was designed to encourage school districts to provide an organized program of safety education.

Section 27-12:

"School boards of public schools and all boards in charge of educational institutions supported wholly or partially by the State may provide instruction in safety education in all grades and include such instruction in the course of study regularly taught therein.

In this section "safety education" means and includes instruction in the following:...

1. automobile safety, including traffic regulations and highway safety;

2. safety in the home;

3. safety in connection with recreational activities;

4. safety in and around school buildings;

5. safety in connection with vocational work or training.

Such boards may make suitable provisions in the schools and institutions under their jurisdiction for instruction in safety education for not less than 16 hours during each school year."

While this legislation had a distinctly mandatory flavor (e.g., "school boards may make...for not less than 16 hours"), it was permissive.

With the passage of the Highway Safety Act of 1966, each state, in order to qualify for federal funds, had to file a comprehensive highway safety program. Illinois was one of the first to develop a K-12 highway safety program and to provide a comprehensive curriculum package to assist teachers. In 1967, this led to the current mandatory legislation for elementary and secondary school programs in safety education. According to the Legal Department of the State Board of Education, Sections 27-17 and 27-23 are now to be read together, so that the provisions of 27-17 are required.

The most recent legislation related to safety education was the requirement for instruction in cardio-pulmonary resuscitation for all students in grades 9-11. This was adopted in 1978.

3. Implementation of the Safety Education Requirements

No statewide information is available regarding the way in which local districts provide instruction in safety. However state education agency staff responsible for providing consultation and assistance to school districts regarding safety programs report that, at the elementary level, safety education is typically incorporated as an aspect of various other topics of instruction and not as a separate activity. This practice is consistent with the recommendations contained in the state education agency guidelines developed in 1969, which advocated an interdisciplinary approach. Moreover, instruction in safety appears to be a well-established part of the curriculum even though it is suspected that many local administrators and teachers are not conscious of their requirement to do so. State Board staff have found that many people who read Section 27-17 of The School Code still believe this to be a permissive activity.

At the high school level, safety education is virtually synonomous with driver education, which is dealt with in a separate report. However, it should be noted that one of the typical aspects of the classroom driver education/safety education program deals with the relationship between the abuse of various substances (alcohol, drugs, narcotics) and driving practices, thus overlapping with the health education program.

There is no information available regarding how secondary schools are providing instruction in cardio-pulmonary resuscitation.

50

CONSUMER EDUCATION

1. Consumer Education Requirements

Section 27-12.1 of The School Code requires that:

> "Pupils in the public schools in grades 9 through 12 shall be taught and be required to study courses which include instruction in the area of consumer education, including but not necessarily limited to installment purchasing, budgeting, comparison of prices and an understanding of the roles of consumers interacting with agriculture, business, labor unions and government in formulating and achieving the goals of the mixed free enterprise system. The State Board of Education shall devise or approve the consumer education curriculum and specify the minimum amount of instruction to be devoted thereto."

The State Board of Education has established the following requirements for consumer education programs:

a. The required areas of instruction may be provided through a specific course or may be incorporated as aspects of one or more other courses.

b. The minimum time allocation shall be not less than nine weeks, 50 minutes a day, or the equivalent. When the district provides the required instruction as aspects of several courses, the superintendent of the district is required to maintain evidence which shows that each student has received instruction commensurate with the law and the time requirements established by the State Board.

In addition, the regulations indicate that a program in consumer education may include, in addition to the required areas of instruction, the following topics: the individual consumer in the marketplace, money management, consumer credit, human services -- housing, food, transportation, clothing, health services, drugs and cosmetics, recreation, furnishings and appliances, insurance, savings and investments, taxes and the consumer in our economy.

2. History of the Consumer Education Requirements

The consumer movement began to impact on the public schools in the mid-1960's. Building on the premise that consumer behavior could be favorably influenced by providing appropriate educational experiences for young people, consumer advocates sought to have consumer education programs made a part of the school curriculum.

In Illinois, the law requiring consumer education was passed in 1967. The original legislation called only for instruction in "installment purchasing, budgeting and comparison of prices" and was required for students in grades 8 through 12. In 1975, legislation was introduced to amend the law to require "an understanding of the roles of consumers interacting with agriculture, business, and government in formulating and achieving the goals of the mixed free enterprise system." In 1977, "trade unions" were added to the list of groups with whom consumers interact.

A 1982 report by the Center for the Development of Economics Education (University of the Pacific, California), described three related types of mandates: free enterprise, economic education and consumer education. The purpose of the "free enterprise" mandate is to promote the benefits of the free enterprise system. "Economic education" mandates are designed to promote a positive understanding of the American economy, how it functions, and how the individual can function effectively within our economy as a consumer, worker or voter. "Consumer education" mandates are designed to improve consumer survival skills. The Illinois mandate, as it has been amended over the last 15 years, now combines all of these.

In 1979, the consumer education requirement was amended to apply only to students in grades 9-12.

3. Implementation of the Consumer Education Requirements

School districts are authorized to meet the consumer education requirements through the provision of specific courses such as consumer education, consumer math, economics/economic problems, consumer economics, etc., or by the incorporation of the required aspects of consumer education instruction into a variety of other courses, such as home economics, business, social studies, etc. The most often used approach is to integrate consumer education topics of instruction into other courses; when offered as a specific course, consumer education is frequently a "senior course".

CONSERVATION EDUCATION

Conservation education, which has also become known as environmental education, is the study of the relationship between people and their surroundings.

1. Conservation Education Requirements

Section 27-13.1 of The School Code requires that

> "...in every public school there shall be instruction, study and discussion of current problems and needs in the conservation of natural resources, including but not limited to air pollution, water pollution, the effects of excessive use of pesticides, preservation of wilderness areas, forest management, protection of wildlife and humane care of domestic animals."

Legislation supportive of this mandate authorizes school districts to offer,

> "...if deemed appropriate, outdoor education and to use school funds for the expenses of the outdoor education program, within the State of Illinois, or adjacent states, whether within the school district or not, including the purchase or renting of facilities either individually or jointly with any other school district or districts." (Section 10-22.29)

SBE-1 lists "Conservation of Natural Resources" as one of the requirements for elementary and high schools. It also reiterates the statutory mandate and encourages districts to expand the list of topics to be considered:

> "It is recommended that the study of conservation also include energy demands, population growth and distribution, food production, transportation systems, solid waste disposal, and noise abatement." (Section 4-2.15b)

2. History of the Conservation Education Requirements

The first statutory reference to issues normally included in conservation education appeared in 1909 as part of the Humane Instruction Act. This law required that:

> "In every public school within this State not less than one-half hour of each week, during the whole of each term of school, shall be devoted to teaching the pupils thereof kindness and justice to and humane treatment and protection of birds and animals, and the important part they play in the economy of nature..."

In 1957, a "Conservation Education Act" was adopted which promoted adult education programs, classes and schools at the State Fairgrounds and elsewhere, and established an Advisory Board for Conservation Education.

In the 1958 edition of the Guide to Supervision, Evaluation and Recognition of Illinois Schools, Kindergarten through Junior College, Circular Series A-119, it was suggested that conservation education could be most effectively taught "through the develoment of concepts in science, social studies and other related fields, thus correlating conservation with other subjects and relating the use of resources to life situations." In 1964, the recognition standards indicated that "certain concepts and understandings" were best taught in "an outdoor situation with direct experiences."

In 1967, the General Assembly repealed that part of the 1909 "Humane Instruction Act" which dealt with humane treatment of birds and animals and adopted the present mandate for "instruction, study and discussion of current problems and needs for the conservation of natural resources..."

Continued support for the idea that conservation education is most effectively taught in an outdoor setting became part of The School Code with the adoption, in 1968, of legislation authorizing school districts to offer outdoor education programs using school funds.

The 1970 Illinois Constitution (Article XI) states that:

> "The public policy of the State and the duty of each person is to provide and maintain a healthful environment for the benefit of this and future generations. The General Assembly shall provide by law for the implementation and enforcement of this policy."

3. Implementation of the Conservation Education Requirements

There is perhaps less information about how school districts are currently implementing this mandate than any other included in this study; however, the general sense of State Board staff who work with school districts is that the issues intended for discussion under the law are handled through a wide variety of activities including discussion, field trips, projects and presentations across a variety of subject areas. Where there are teachers, administrators and/or students with a strong interest in this area, structured and coordinated environmental education programs and student organizations continue; elsewhere, the conservation/environmental education programs in the schools seem to reflect a de-emphasis on the environment as an educational priority.

HONESTY, JUSTICE, KINDNESS, MORAL COURAGE, AND HUMANE TREATMENT OF ANIMALS

1. Honesty, Justice, Kindness, etc. Requirements

Section 27-12 of The School Code requires that:

> "Every public school teacher shall teach the pupils honesty, kindness, justice and moral courage."

Section 27-14 of The School Code requires that:

> "No experiment upon any living animal for the purpose of demonstration in any study shall be made in any public school. No animal provided by, or killed in the presence of any pupil of a public school shall be used for dissection in such a school, and in no case shall dogs or cats be killed for such purposes. dissection of dead animals, or parts thereof, shall be confined to the classroom and shall not be practiced in the presence of any pupil not engaged in the study to be illustrated thereby."

Section 27.16 of The School Code requires that:

> "The principal of each public school "shall state in his monthly reports whether the provisions of Sections 27-12 through 27-14 have been complied with..."

This section further requires that:

> "No teacher who knowingly violates any of the provisions of Sections 27-12 through 27-14 is entitled to receive more than 95% of the the public school monies that would otherwise be due for services in the month in which said provision is violated."

Finally, this section notes that:

> "Sections 27-12 through 27-14 apply to common schools only and shall not be construed as requiring religious or sectarian instruction."

SBE-1 (Section 4-4.6) includes as a requirement for graduation that "All graduates are required by law to have had adequate instruction in honesty, justice, moral courage, humane education..."

2. History of the Honesty, Etc. Requirements

The statutes requiring instruction in honesty, kindness, justice and moral courage were adopted in 1909. The "Humane Instruction Act -- An Act to provide for moral and humane education in the public schools and to prohibit certain practices inimical thereto" -- included all of the present requirements cited above, plus the following:

> "In every public school within this State not less than one-half hour of each week, during the whole of each term of school, shall be devoted to teaching the pupils thereof kindness and justice to and humane treatment and protection of birds and animals, and the important part they fulfill in the economy of nature. It shall be optional with each teacher whether it shall be a consecutive half-hour or a few minutes daily, or whether such teaching shall be through humane reading, daily incidents, stories, personal example or in connection with nature-story."

This last provision was repealed in 1967 in favor of the "conservation of natural resources" law (Section 27-13.1).

Although the impetus for the Humane Instruction Act is not clear, the schools have traditionally been perceived as having responsibility for elevating the morals of young people. However, why these specific characteristics were cited and why others -- for example, those associated with the ideals underlying citizenship in a democracy -- were not included is not known.

One interesting reaction to the Humane Instruction Act, showing a concern for dangerously misplaced emphases, came in a 1910 circular letter to "school officers, teachers and parents" from State Superintendent Francis G. Blair. He wrote:

> "It is well that the boys and girls of the common schools should be taught kindness to birds and beasts. The humane education law has brought the matter forcibly before us. No one can doubt the value of arousing in our children a kindlier regard for their "friends in feathers and furs." It is good for the boys and girls and good for the dumb animals. It would be a pity, however, if in our new zeal for the humane treatment of animals, we should neglect to teach our pupils greater respect and kindlier treatment of their playmates, their parents, and their elders..."

Amendments to the section regarding humane treatment of animals have occasionally been suggested by interest groups and individuals; however, this law remains as written in 1909.

3. Implementation of the Honesty, Etc. Requirements

There is no information about the manner in which school districts specifically address the requirement for instruction in honesty, kindness, justice and moral courage. The 1977 Census of Secondary School Course Offerings found no specific courses identified by titles which would suggest instruction in these areas, and the extent to which teachers consciously incorporate instruction in honesty, kindness, justice and moral courage into their teaching is not known. There are no records of any teachers who have recieved less than full salary for failure to provide the required instruction, and there are no reports of any students failing to graduate for not having been provided the required instruction. It can reasonably be speculated that most teachers, administrators and students are not even aware of this law.

The general public continues to believe that the public schools should teach these and other traditional character values; the 1981 Gallup Poll indicated that 70% of all population segments surveyed favor the teaching of values in school, and 62% felt that not enough is now being done to develop students' moral and ethical character.

The specific practices of local school districts in observing the requirement regarding treatment of animals in the classroom are generally determined by the "Guiding Principles in the Use of Animals by Secondary School Students and Science Club Members". These "Principles" were developed in 1969 by a committee representing several major organizations, among them the American Medical Association, the American Association of Laboratory Animal Science and the National Association for Medical Research. No complaints have been received by the state agency regarding inhumane treatment of animals in the local schools, and it is assumed that school districts do comply with the specifics of this law.

Metrics is a system of measurement, known officially as the International System of Units, which is used throughout most of the world. Its use in Illinois schools was mandated by the State Board of Education in 1975.

1. Metric Measurement Requirements

SBE-1 (Section 4-2.19) states that:

> "By 1980, every school system shall provide measurement instruction based upon the International System of Units in those subject matter areas which include measurement activities."

2. History of the Metric Measurement Requirements

The mandate for metric education resulted from the intent on the part of government and business to convert the United States from the traditional English system of measurement to the metric system. The United States Metric Policy Act of 1975 established a metric policy board to oversee the orderly conversion of the United States to the metric system, and a federal report entitled The Metric System: An Idea Whose Time Has Come created interest at the state level.

Although attempts to amend the School Code to require metric education were unsuccessful, the newly constituted State Board of Education felt that it was essential that Illinois students become familiar with its use. The Board therefore adopted, in 1975, the following metric policy statement.

> "It is the policy of the Illinois State Board of Education that the International Sytem of Units (SI) shall be adopted as the official instructional system of measurement throughout all phases of public education in Illinois not later than 1980.
>
> Beginning in fiscal year 1976, local education agencies shall begin introduction of the metric system of measurement as the primary language of measurement and the customary system as the secondary language of measurement in grades K-6, with the metric system of measurement taught exclusively in Grades 7-12.
>
> Furthermore, the Illinois State Board of Education shall require that adult and vocational education programs, whether offered by local education agency or post secondary institutions, shall provide the opportunity for metric awareness and instruction.

The Illinois State Board of Education shall require that all text materials considered for adoption by the local education agency, which include material on measurement, identify the basic metric units and offer activities in their use. In the event that text materials were recently adopted and the metric system is not a major feature, the local education agency shall develop or acquire supplementary materials on the metric system by 1977."

An amendment to the 1974 recognition standards added the following regulation reflective of the Board's policy:

> "Every school system shall provide measurement instruction based upon the International System of Units at all grade levels in those subject matter areas which include measurement activities. In addition, adult and vocational technical education programs shall provide the opportunity for metric awareness and instruction.
>
> a) Each local education agency shall teach the metric system in a planned and purposeful manner consistent with clearly stated goals and objectives which are available to the constituents served.
>
> b) The curriculum should include, but not be limited to length, mass, capacity, and temperature, with activities emphasizing their use."

The current requirement was adopted as a part of the 1977 revision of the State Board's recognition standards.

3. Implementation of the Metric Measurement Requirements

There was considerable initial objection to the State Board's metric policy, and school districts have had occasional difficulty finding textbooks which used the metric system of measurement. However, a 1979 Attendance Center Questionnaire sent to approximately 120 principals per grade level for the 4th, 8th, and 11th grades indicated that the mandate had been widely implemented. About 94% of the principals reported that metric education was a part of their school curriculum. Small rural districts in downstate Illinois predominated those schools which reported that little attention was is given to the metric system.

No current statewide data is available regarding the extent to which instruction is provided in the metric system of measurement.

GENERAL REQUIREMENTS

The mandates listed in this section are a compendium of general requirements established through law or regulations. Directly or indirectly they affect the conditions under which instruction is provided in public schools.

The conditions addressed by these requirements include branches of instruction, grades and credits, teaching conditions and equal opportunities.

The School Code contains the following general provisions regarding the instructional program.

> Section 27-1. "Every school established under this Act shall be for instruction in the branches of education prescribed in the qualifications for teachers and in such other branches, including vocal music and drawing, as the school board, or voters of the district at the regular election of the school board members, may prescribe."
>
> Section 27-2. "Instruction in the elementary branches of education in all schools shall be in the English language except in vocational schools where the pupils already received the required instruction in English during the current school year."
>
> Section 27-27. "When school districts use a system of categorizing classes of instruction by degree of difficulty and issues grades in accordance herewith, identification of said system shall be reflected in the affected students' class ranking and permanent records."
>
> Section 10-20.8. Assigns local school boards the duty, "To direct what branches of study shall be taught and what apparatus shall be used."

SBE-1 establishes a number of general requirements directly or indirectly related to the instructional program. Each district is required to:

1. File a written Program Plan reflecting community involvement. (Section 1-3)
2. Have an organized plan for recording student progress and/or awarding credit. (Section 4-2.2)

3. Adopt policies regarding the awarding of credit for every evening school course taught on the same basis as courses taught during the day program; if approved by State Board of Education in advance, credit may be given for a course on the basis of qualitative attainment rather than time spent. (Section 4-5.2)

4. Adopt a definite policy regarding institutions that provide correspondence courses and the number of credits that will be applied to graduation. (Section 4-5.3)

5. Adopt a policy which defines the Board's position with reference to the awarding of high school credit on the basis of local examinations to pupils who have achieved the necessary proficiencies through independent study or for work taken in or from another institution. (Section 4-6.1)

6. Accept the transfer of units of credit earned by students while institutionalized in a Department of Corrections facility and enrolled in a recognized school program of the Department of Corrections. (Section 4-8)

7. Make provisions for students of different talents, intellectual capacities and interests. (Section 4-2.3)

8. Provide all students equal opportunities in all educational programs and services. (Section 2-4)

9. Adopt and implement a policy for the distribution of teaching assignments, including study hall and extra class duties and requirements. (Section 4-2.5)

10. Include in the instructional program concepts designed to improve students' understandings and relationships between those of different ages, sexes, races, religions, etc. (Section 4-2.4b)

11. Maintain class schedules in the administrative office of each attendance center. (Section 4-2.1)

12. Assure that no student shall be refused admission or be excluded from any courses of instruction, interscholastic athletic program, or comparable programs by reasons of a person's sex. (Section 2-4.2)

Summary

As a technique for focusing on the characteristics of the mandates as a group, a number of questions were developed. They are used below to summarize significant features of the entire instructional program.

Question 1: Do the mandates provide a reasonably clear statement of what is expected of the schools? Of the students?

At all grade levels the mandates, as a group, make but two things explicit: one, the schools must give the instruction, and two, the students must take it. For some of the mandates there are additional particulars for course content (e.g., health education, safety education, social studies, history) or minimum amounts of time to be devoted to the mandate. The history and government mandates alone require that students must pass tests (determined locally) prior to graduation from both 8th and 12th grades.

Beyond what is mentioned above, there are no apparent threads of consistency among the mandates that provide for any clear or uniform set of expectations on the part of schools or students. An example of the broad range of prescriptive language among the mandates is shown by the following:

Consumer Education (4-2.14 in SBE-1)	"Pupils in the public schools in grades 8-12 (sic) shall be taught and be required to study courses which include instruction in the area of consumer education including..."
Conservation Education (4-2.15)	"In every public school district there shall be instruction, study and discussion of current problems and needs in the conservation of..."
Mathematics (4-3.1 for elementary; 4-4.1 for high school)	Stipulates "mathematics" to be offered.

For the first two, the listings of topics added to the mandates identify areas of instruction; for mathematics, no such identification is provided. The consumer education mandate is also prescriptive in terms of time and requires "evidence which shows that each student has received adequate instruction..."; the other two examples are silent on these matters.

In brief, considering the specificity of some mandates and the relative vagueness of most, the mandates as a whole do not provide a reasonably clear statement of expectations for schools or for students.

Question 2: Are the mandates reasonably capable of being assessed for purposes of compliance?

All of the mandates in this study are capable of being assessed at some level of compliance. The state's recognition process assures that districts are in at least nominal compliance. This level of compliance is so general that the few exceptions do not merit attention in the context of this study. The recognition criteria focus on existence and quantification of the mandate but do not -- as the mandates do not -- address quality or the outcomes of its implementation.

Question 3: Do the mandates imply a reasonable assurance that certain knowledge or competencies will be achieved by the students?

With one exception the answer is "No." The exception is the requirement for passing history and Constitution tests before graduation from 8th and 12th grades.

While several of the mandates address course content (usually in terms of "including but not limited to"), and consumer education requires "evidence (of) adequate instruction", few identify or require a particular student outcome. Perhaps the next closest to the locally determined Constitution tests is the language of the "Critical Health Problems and Comprehensive Health Education Act" (Code 861) which says, in part: "a...program designed to...favorably influence the knowledge, attitudes, values and practices of Illinois school youth; and which will aid them in making wise personal decisions in matters of health."

Question 4: Would the absence of the mandates be likely to affect the schools' instructional programs?

It is reasonable to assume on the grounds of historical and current data that a number of the mandated topics would be provided statewide even in the absence of a mandate. The most obvious of these are language arts, mathematics and history. It would be very difficult to find any significant number of schools that would not include these topics in their program of instruction.

By way of further example, data from the 1977 "Census of Course Offerings" (SBE) show that there were more than 300 course titles in the area of language arts and 235 course titles in the area of social studies in the state's 700 public high schools -- a quantity far in excess of what would be needed to merely meet the stipulations of the mandates.

It is interesting to note, however, that the tradition of not defining mandates in comprehensive terms undoubtedly contributed to the state's choice of writing new and distinct topical mandates - rather than incorporating their objectives under appropriate and already existing more general instructional areas. Once having established that trend, the state persisted in it.

Therefore, if the repeal of certain mandates occurred, instead of incorporating their principal objectives under more general instructional areas, alteration of the scope of local instructional programs would be likely. It is reasonable to presume that alterations might include: elimination of a course or courses; merging related topics into other courses; creation of new program offerings related to local priorities; and use of newly available time to reinforce other areas of instruction.

Question 5: As a group do the mandates constitute an acceptable minimal instructional program?

If "instructional program" is defined simply as having all students take a particular set of courses, then the answer is "Yes" for elementary grades and "No" for high school.

For the elementary grades the required topics or disciplines, at least as indicated by title, cover a wide range of instructional opportunities. Since the nature of elementary schools is that every student takes all things, then on the surface a minimal - and beyond - instructional program is described by the mandates.

For Illinois' public high schools and their students the mandates do not, by any reasonable definition, constitute an acceptable minimal instructional program. If it were to be assumed, for example, that these required topics accurately reflected the state's instructional priorities then it would follow that the state placed little priority on science and mathematics. Conversely, it would also follow that the state's primary instructional interests were in consumer, conservation, health, safety and (although not included in this study) physical education.

If "instructional program" were defined as what children should know and be able to do, at least, as a consequence of their schooling, then the mandates do not constitute an acceptable minimal instructional program for either elementary or secondary grades.

VI. CONCLUSIONS AND PRELIMINARY RECOMMENDATIONS

A cursory examination of Illinois' instructional program requirements might lead one to the conclusion that they are comprehensive in scope, consistent in form and reflect all conventional areas to be included in instruction.

In their form, the mandates designate the subject matter which is either to be available to, or taken by students. As such, the mandates described in Chapter V of this report are representative of the predominant approach to state involvement in local district instructional programs over time and throughout the country. In most of this nation's history, the several states have determined what should go on in the schools by specifying first, the subjects or topics of instruction and second, which of them children must take.

In their content, too, Illinois instructional program requirements appear at first look to be consistent with the views of the designers' of curriculum. When Illinois mandates are analyzed in light of the results of the most recent nationwide survey of state laws regarding the instructional program, as in Figure 2, our state has addressed all of the areas which appear to be of concern to the majority of states.

However, a closer analysis of the form and content of the Illinois mandates suggests some very serious problems. Based on the description of the mandates and how they came into being, as presented in the previous chapters, and a variety of related data considered as background for this study, the following generalizations and conclusions can be drawn.

1. The mandates are the result of over a century of legislative and administrative efforts to express the best judgments of the people's representatives regarding what all the public schools in the state should be providing--either making available to students or actually instructing them in. In part, these mandates appear to represent a perception of what students need to know to function as learners, earners, and citizens; in part, they appear to represent a decision to use the schools as an agent for solving sometimes transitory societal problems. In either case, as most of these mandates evolved, they took on the character of barnacles--once attached, their hold became unbreakable. The very first instructional program law, enacted in 1845 and long superceded by other efforts, is still in place.

2. In many cases the mandates are internally contradictory and, as a whole, confusing to those who are attempting to determine what the state requires. Examples:

   - "Unit", a term used frequently as a time or effort definition, is itself not defined;

Figure 2

REQUIRED COURSES OF INSTRUCTION IN THE 50 STATES

Course of Instruction	Total # of States Legislatively Mandating Instruction	Illinois Legislative Mandate	Illinois SBE-1 Mandate
English	23		X
Reading	23		X
Literature	8		
Geography	21		
Science	10		X
Spelling, Writing	23		X
Arithmetic	23		X
Art, Music	11		X
Foreign Language	2		X
World History	1		
History of U.S.	35	X	
History of State	31		
U.S. Constitution	44	X	
State Constitution	30	X	
Contribution of Minorities	12	X	
Safety	20	X	
Government	37	X	
Patriotic Exercises	26	X	
Citizenship, Patriotism	30	X	
Etiquette of Flag	18	X	
Communist Threat	4		
Voting, Electorals Proc.	4	X	
Respect for Law	6	X	
Fire Prevention	16	X	
Health/Sanitation	35	X	
Vocational Education	7		X
Consumer Education	8	X	
Conservation of Resources	22	X	
Free Enterprise/ Dignity of Work	11	X	
Agriculture	9		
Driver Education	11	X	
Alcohol, Tobacco, Drugs	46	X	
Humane Treatment of Animals	14	X	
Physical Training	31	X	
Truth, Honesty, Morality	20	X	
Bird Week, Day	7	X	
Released Time for Religion	1		
Respect for Parents	3		
Bible Reading	7		
Meditation	3		

Source: Willamette Law Review, 1979.

- The safety education requirement, which in its own statute appears to be permissive, is as a consequence of an entirely different law related to driver education, made mandatory; and,

- There are at least three separate laws relating to instruction in American history and government.

3. Although it is possible to make assumptions about what might have been intended by the mandates when they were adopted, only four of the fourteen mandate groupings considered in this study specify in any way what the state expects children to know and/or be able to do as a consequence of the required instruction. Moreover, in these areas (American history/patriotism, career education, language arts and health education) the desired knowledge and skills are prescribed to be products of only the instruction specified, which by inference means that there is no other way for children to learn them.

4. More than 30% of the mandates specify quite exactly the amount of time which must be devoted to them (in addition to the time requirements of physical education and driver education). This is in spite of the constitutional goal of developing all persons to the limits of their capacities. That goal, by its nature emphasizes the need for the state to give attention to the educational development of the individual, rather than to how much "exposure time" to instruction is required for children. Of the 30% of programs specifying time allotments, only one (History) is conventionally regarded as one of the basic, academic disciplines.

5. Language arts, mathematics and science, which are widely regarded as high priority areas for general education, are not explicitly required by law. Consumer education, safety education, physical education and health education are.

6. The interrelatedness of knowledge is something which is apparent to most people as they go about their lives, yet the instructional mandates not only do not recognize this fact, they serve to work against integration. The requirement for discrete, identifiable subject matter courses implicitly conveys the desire of the state to limit local district flexibility to present knowledge and skills in a variety of formats which are more consistent with true mastery of knowledge. Among the principal examples in this regard are safety education, which some schools, in spite of its separate mandate, report they teach as part of other areas; consumer education, which despite the same type of mandate, is almost invariably taught as part of other subjects; and health education, which in any integration effort would be a sure contender as an integral part of a well-defined science mandate.

7. The identification of subjects or courses which must be available to all students appears to be intended as a means for ensuring some standardization of schools and some equality of opportunity for students throughout the state. However, to simply require that

"music", for example, be available in all public schools does not ensure either similarity in the programs to which students actually have access or equality of opportunity related to individual differences in need. In the absence of any clear identification of the knowledge and skills the state believes students should know, or have an opportunity to learn if they wish, the range and character of what is provided is often related not to a goal with any instructional significance, but to what kinds of resources happen to be available.

Finally, we apply the five questions common to all State Board mandate studies:

1. What desirable conditions or outcomes are called for by the mandates?

   In defining the thrust of this question in its plan for the overall mandate study, the State Board adopted an explanation which stressed two key elements: first, that it must be possible to define with precision the purpose of the mandate and second, that the mandate "...must be clearly directed toward an end which is stated in such a manner that its achievement can be reasonably assessed." Ten of the fourteen mandates do not contain those key elements. Therefore, they cannot be defined as "purposeful" in the strictest sense of the word, nor can it be determined with reasonable precision what condition they are attempting to improve or create.

2. Is there evidence that in the absence of the mandates the conditions or outcomes will not be achieved.?

   In only one case can we state with some assurance that there is a probable direct connection between the mandate and an outcome - the constitutional test scores attained as a consequence of American history/government instruction. However, for all remaining mandates, since there are no outcomes specified, evidence is lacking to answer this question one way or another.

3. As presently defined, do (can) the mandates yield the desired results?

   Since in many of the mandates no desired result is identified in a form which indicates what students should know and be able to do as a consequence of their instruction, we cannot assess whether or not the present mandates yield their desired results. (We presume here, of course, that the desired result is more than just taking a course.)

4. Could the mandates be defined or implemented differently and yield the desired results?

Again, postulating as we did in the introduction to this paper, that all of these mandates carry implicit purposes as hoped-for outcomes and that the assessment of these outcomes is important to determining whether the interests of the State are being achieved, the answer to this question would be yes.

One method for accomplishing this task could be to simply recognize and capitalize on the dichotomy which already exists in these mandates. Some are required to be offered or made available to students wanting or needing them to develop to the limits of their capacities. Others, students are required to take because the state has determined that there are skills and knowledge that each person must have at some acceptable level as a consequence of their public education. The staff would argue that the broad areas of knowledge and skills requiring outcome measures could be stated in rather clear but general terms in statute and, as a consequence, be relatively timeless in their effect. The State Board responsibility could be to establish and modify as needed the menu of public school offerings which must be made available to students who need and want them.

5. Do the mandates reflect compelling state interest(s)?

They do only if the state's compelling interest is confined to having schools offer courses and and having students take some of them. We believe that the state's compelling interest is in what children know and are able to do as a consequence of their education. Therefore, we do not believe the State's compelling interest is reflected in mandates stated in this form.

The staff believes that the compelling interests of the State in relation to the instructional program should be tied to a definition of the purposes of schooling. The State Board is currently engaged in working to define those purposes for Illinois. Once that definition has been developed, widely discussed and ratified, it is an obvious next step to identify what the state believes students should know and be able to do (at least) as a consequence of their schooling.

This study has demonstrated to us that an assessment of instructional mandates was long overdue in Illinois. It is apparent that the zeal of educational reformers and interest groups and the ebb and flow of social problems in our society have combined over the years to create a collection of requirements which lack consistency, are often arbitrary and do not clearly communicate their purposes. Once in law or regulation they were seldom removed and, as a consequence, as new mandates were added and older ones expanded, it became virtually impossible to discern the relative priority the state was placing upon them.

It is the staff's conviction that the current situation is unfair to school districts, unfair to many children, and inconsistent with the state's constitutional responsibility to provide "high quality" education. The state has, despite its best intentions, failed to communicate what it sees as its compelling interests in this area. By not doing so, it has pursued a method of mandating which surely stultifies creativity at the local level in schools where it could exist to a high degree, while not assuring that appropriate state controls exist on schools where high purpose and commitment are lacking.

Preliminary Recommendations

The staff feels that the Board has two choices at this point and therefore presents two alternative sets of recommendations.

Recommendation A, which calls for relatively quick action, addresses modification of the present set of mandates. It would result in the removal of all time allotments because of their obvious inconsistency with allowing flexibility for individual student programming; the re-drafting of the science, U.S. history/social sciences, language arts, mathematics and arts requirements, incorporating outcome statements which would include those implicit in the safety education, health education and consumer education laws, among others; and the intensification of assessment efforts at the state level with a goal of assuring with reasonable certainty that the state's interests in these areas are being served.

Recommendation B, in contrast, calls for a complete restructuring of the instructional mandates statutes in a form which reflects the results of the Board's activity in defining the basic purposes of schooling. This approach would result in significant changes in the nature of state statutes, the Board's role in educational leadership and local school district responsibilities in assessment. This activity would be longer-term, and in our judgment its acceptability as a concept should be tested through a legislative initiative directing the State Board to complete work on it by a date certain.

RECOMMENDATION A

That the State Superintendent be directed to develop a legislative initiative to be submitted in the Spring, 1983 session of the General assembly which would:

1. Restate present mandates in the areas of language arts, science, mathematics, the social sciences, and the arts to incorporate outcome statements and areas of instruction which are consistent with what current mandates imply children should know and be able to do.

2. Repeal all other instructional mandates discussed in this report. (Career education and vocational education should be handled separately based on the outcome of the policy study currently underway.)

3. Direct the State Board to modify and expand as necessary its present assessment program (the Illinois Inventory of Educational Progress) to reflect the statutory changes above; specify with what frequency the assessment should be administered in the schools of Ilinois and, based on the results, to recommend such modifications in statutes as the Board deems are necessary to realize what the state will have defined as its compelling interest in this area.

RECOMMENDATION B

That the State Board seek legislation in the spring of 1983 which would direct that it develop and present to the General Assembly not later than January 1, 1985, legislation which would do the following:

1. Substitute for the current instructional mandates in the School Code of Illinois a set of clearly-stated, broadly defined statements outlining what students in Illinois public schools must at least know and be able to do in each of the general areas of learning. (Such statements to be developed in draft form as an outcome of the Board's current study of the purposes of schooling and to be widely circulated for public comment.)

2. Establish that it is the responsibility of the State Board to publish and regularly update, as conditions and knowledge change, the list of instructional areas to be addressed in programs to be made available to students who need and desire to take them in order to develop educationally to the limits of their capacities.

   (This is not to say that the Board would publish lists of required courses, but rather that it would indicate the topical areas which must be addressed in providing educational opportunities for students.)

3. Require the State Board to:

   a. Assist local school districts in the required development of local objectives and standards consistent with the outcomes called for in the statutory mandate;

   b. Approve such standards as reasonably consistent with the law;

   c. Provide technical assistance in the development of required local assessment programs to discern whether or not objectives are being achieved;

   d. Approve such assessment programs;

   e. Require such reports as will reasonably assure that the State's statutory requirements in this area are being met.

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APPENDIX A

78

THE ILLINOIS PROGRAM

for

EVALUATION, SUPERVISION, AND RECOGNITION OF SCHOOLS

October 1, 1977

State Board of Education
Document Number 1

CHAPTER IV

THE INSTRUCTIONAL PROGRAM

4-1 Subject to the requirements listed below, the instructional program of a school shall be determined by the board of education with involvement of parents, students, the professional staff, and the local community. The basic curriculum shall include organized experiences which provide each student ample opportunity to achieve the goals for which the school exists and which meet the minimum program defined by The School Code of Illinois and the State Board of Education. It is recommended that activities, including student internships and observations of government in action, be a part of the instructional program where appropriate.

4-2 Basic Standards

* 4-2.1 Class schedules shall be maintained in the administrative office in each attendance center of a school district.

* 4-2.2 Every school district shall have an organized plan for recording pupil progress and/or awarding credit; a plan which can be disseminated to other schools within the state.

* 4-2.3 Every school district shall make provisions for students of different talents, intellectual capacities, and interests.

4-2.4 Every school district shall:

a. Provide curricula and staff inservice training to help eliminate unconstitutional and unlawful discrimination in our schools and society. School districts shall utilize the resources of the community in achieving the stated objective of elimination of discrimination and to enrich the instructional program.

* b. Include in its instructional program concepts which are designed to improve students' understanding and relationships between individuals and groups of different ages, sexes, races, national origins, religions, and socio-economic backgrounds.

* 4-2.5 Boards shall adopt and implement a policy for the distribution of teaching assignments, including study hall and extra class duties and responsibilities.

4-2.6 Every school system shall conduct supervisory and inservice programs for its professional staff. The staff shall be involved in planning, conducting, and evaluating supervisory and inservice programs.

4-2.7 The School Code of Illinois in Sections 10-19 and 18-8 specifies certain measures relative to the school day. Any deviation from this section of The School Code of Illinois enumerated below will be examined on an individual basis by the Illinois Office of Education, Public School Approval Section. A summary of The School Code of Illinois, Section 18-8 indicates: Every school system shall operate its schools a minimum of five clock-hours of school work each day with the following exceptions:

a. Four clock-hours may be counted as a day of attendance for first-grade pupils.

b. Two clock-hours may be counted as a half-day of attendance by kindergarten pupils. A recognized kindergarten shall not have more than one half-day of attendance counted in any one day. However, kindergartens may count two and one-half days of attendance in any five consecutive school days. Where a kindergarten pupil attends school for two half-days on any one school day, such pupil shall have the following day as a day absent from school, unless the school system obtains permission in writing from the State Superintendent of Education.

c. One clock-hour may count as one half-day of attendance for handicapped children below the age of six years who cannot attend a two-hour session because of handicap or immaturity.

d. Days of attendance may be less than five clock-hours on the opening and closing day of the school term, and upon the second or third day of the school term if the first and second days are utilized as an institute or teachers' workshop. Four clock-hours may be counted as a day of attendance upon certification by the Regional Superintendent and approved by the State Superintendent of Education to the extent that the district has been forced to use daily multiple sessions. (Approval will be granted on the basis of the present facilities being inadequate to house a normal program.)

Approval to count a session of four to five clock-hours as a day in session shall be granted by the State Superintendent of Education upon certification of the district's plans by the Regional Superintendent. The request shall be made prior to the opening of the school year to be used, shall include a copy of the official board of education minutes indicating board approval of the plan, shall include provision for remedying the situation that caused the request, and shall include a daily schedule showing each student will, in fact, be in class at least four clock-hours. Requests for extensions shall be made by the district annually prior to the opening of school.

e. A session of three or more clock-hours up to a maximum of five half-days per school year may be counted as a full day of attendance when the remainder of the day is utilized for an inservice training program for teachers. Two full days may be used for parent-teacher conferences. Any full day used reduces the number of allowable half-days by two. In either instance, the programs shall have prior approval on forms supplied by the Illinois Office of Education, Public School Approval Section.

f. Any deviation from the five clock-hour requirement as it pertains to student attendance will be evaluated on an individual basis by the Illinois Office of Education, Public School Approval Section.

4-2.8 Each school board shall annually prepare a calendar for the school term, specifying the opening and closing dates and providing a minimum term of at least 185 days to insure 176 days of actual pupil attendance, computable under Section 18-8 of The School Code of Illinois. Any days allowed by law for teachers' institute but not used as such shall increase the minimum term by the school days not so used. Except as provided in Section 10-19.1 of The School Code of Illinois, the board may not extend the school term beyond such closing date unless that extension of term is necessary to provide the minimum number of computable days. In case of such necessary extension, school employees shall be paid for such additional time on the basis of their regular contracts. A school board may specify a closing date earlier than that set on the annual calendar when the schools of the district have provided the minimum number of computable days under this section.

Nothing in this section prevents the board from employing superintendents of schools, principals, and other non-teaching personnel for a period of 12 months, or in the case of superintendents for a period in accordance with Section 10-23.8 of The School Code of Illinois, or prevents the board from employing other personnel before or after the regular school term with payment of salary proportionate to that received for comparable work during the school term (Section 10-19 of The School Code of Illinois).

4-2.9 Every school district should adopt a process of evaluation which will measure progress toward accomplishing its instructional goals.

4-2.10 Every school should make provisions for continuity and articulation of its programs from level to level and course to course. The central goal of such articulation should be the provision of programs adapted to the individual student's needs and abilities.

4-2.11 Local boards of education shall establish and maintain kindergartens for the instruction of children. (Section 10-20.19a of The School Code of Illinois)

* 4-2.12 Career Education

a. The educational system shall provide every student with opportunities to prepare themselves for entry into the world of work.

b. Every district shall initiate a Career Awareness and Exploration Program which should enable students to make more meaningful and informed career decisions. This program should be available at all grade levels.

4-2.13 Co-Curricular Activities

a. Programs for extra classroom activities shall provide opportunities for all students.

b. The desires of the student body in the area of co-curricular activities shall be of critical importance. At all times, activities of this nature shall be carefully supervised by a school-approved sponsor.

* 4-2.14 Consumer Education and Protection

a. Pupils in the public schools in grades 8 through 12 shall be taught and be required to study courses which include instruction in the area of consumer education including, but not necessarily limited to, installment purchasing, budgeting, comparison of prices and an understanding of the roles of consumers interacting with agriculture, business, trade unions, and government in formulating and achieving the goals of the mixed free enterprise system. (The School Code of Illinois, Section 27-12.1)

b. A program in consumer education may include the following topics: the individual consumer in the marketplace, money management, consumer credit, human services--housing, food, transportation, clothing, health services, drugs and cosmetics, recreation, furnishings and appliances, insurance, savings and investments, taxes, and the consumer in our economy.

c. The superintendent of each unit or high school district shall maintain evidence which shows that each student has received adequate instruction in consumer education as required by law prior to the completion of the 12th grade. Consumer education may be included in course content of other courses, or it may be taught as a separate required course.

d. The superintendent of each elementary school district shall maintain evidence which shows that each student has received adequate instruction in consumer education as required by law prior to the completion of the eighth grade.

e. The minimal time allocation shall not be less than nine weeks or the equivalent for grades 10-12 and shall include installment purchasing, budgeting, comparison of prices and an understanding of the roles of consumers interacting with agriculture, business, trade unions, and government in formulating and achieving the goals of the mixed free enterprise system. The board of education may determine the amount of instruction devoted to consumer education in the eighth grade provided it includes all of the mandates stated above.

f. Each district may use as a guideline the standards set forth in Guidelines for Consumer Education issued by the Illinois Office of Education.

g. Teachers instructing in consumer education courses shall have proper certification for the position to which they are assigned with at least three semester hours in consumer education courses.

* 4-2.15 Conservation of Natural Resources

a. In every public school district there shall be instruction, study and discussion of current problems and needs in the conservation of natural resources, including, but not limited to, air pollution, water pollution, the effects of excessive use of pesticides, preservation of wilderness areas, forest management, protection of wild life, and humane care of domestic animals. (Section 27-13.1 of The School Code of Illinois)

b. It is recommended that the study of conservation also include energy demands, population growth and distribution, food production, transportation systems, solid waste disposal, and noise abatement.

4-2.16 Every school district has the responsibility to prepare students for full citizenship. To this end each school district should encourage student discussion and communication in areas of local, state, national and international concern.

* 4-2.17 Health Education

Each school system shall be in compliance with the Rules and Regulations and Guidelines issued pursuant to the "Critical Health Problems and Comprehensive Health Education Act" (Section 861 of The School Code of Illinois).

a. The health education program shall include, but not be limited to, the following major educational areas as a basis for curricula in all elementary and secondary schools: human ecology and health, human growth and development, prevention and control of disease, public and environmental health, consumer health, safety education and disaster survival, mental health and illness, personal health habits, alcohol, drug use and abuse, tobacco, nutrition, and dental health.

b. There is no specific time requirement for grades K-6; however, health education shall be a part of the formal regular instructional program at each grade level.

c. The minimal time allocation shall not be less than 1 semester or equivalent during the middle or junior high experience.

d. The minimal time allocation shall not be less than 1 semester or equivalent during the high school experience.

4-2.18 Media Programs

Each attendance center shall provide a program of media services to meet the curricular and instructional needs of the school. The Standards for Educational Media Programs in Illinois (revised 1972) is suggested as a guide for program development.

* 4-2.19 Metric Education

By 1980, every school system shall provide measurement instruction based upon the International System of Units in those subject matter areas which include measurement activities.

4-2.20 Physical Education

a. Appropriate activity related to physical education shall be required of all students each day (The School Code of Illinois, Section 27-6). The time schedule shall compare favorably with other courses in the curriculum. Safety education as it relates to the physical education program should be incorporated.

b. There shall be a definite school policy regarding credit earned each semester in physical education with provisions for allowable variables in special cases.

c. If a district determines that it is difficult to implement a program of physical education which involves all students daily, the administration should consult one of the program service personnel from the Illinois Office of Education for assistance in the development of an acceptable program.

d. If a district determines that it is unable to implement a daily program of physical education for all students, the administration shall, with board of education authority, request a waiver. This request shall be forwarded through the regional superintendent to the Director of the Public School Approval Section, Illinois Office of Education.

4-2.21 Pupil Personnel Services

To assure provisions of Pupil Personnel Services, the local district shall conduct a comprehensive needs assessment to determine the scope of the needs in the areas of:

a. Guidance and Counseling Needs;

b. Psychological Needs;

c. Social Work Needs;

d. Health Needs.

NOTE: See Chapter V, Section 5-4.

* 4-2.22 Every school district has the responsibility to prepare students to read and communicate effectively.

* 4-2.23 Social Studies and History

Each school system shall provide history and social studies courses which do the following: analyze the principles of representative government, the Constitutions of both the United States and the State of Illinois, the proper use of the flag, and how these concepts have related, and presently do relate, in actual practice in our world. The teaching of history of the United States shall include a study of the role and contributions of ethnic groups in the history of this country and the state (Section 27-21 of The School Code of Illinois).

4-2.24 Protective eye devices shall be provided to and worn by all students, teachers, and visitors when participating in or observing dangerous vocational arts and chemical-physical courses or laboratories. (Section 698.11 of The School Code of Illinois)

* 4-3 Additional Criteria for Elementary Schools

* 4-3.1 A district shall provide the following coordinated and supervised courses of study. The time allotment, unless specified by the Code or regulation, is the option of the local board of education.

Language Arts, Reading and other Communication Skills
Science
Mathematics
Social Studies
Music
Art
Health Education, one semester or equivalent at the junior high level (Sections 861 - 866 of The School Code of Illinois).
Physical Education, daily (Section 27-6 of The School Code of Illinois).
Career Education -- Awareness and Exploration
Safety Education, one hour per week (Section 27-17 of The School Code of Illinois).
Consumer Education, 8th grade only (Section 27-12.1 of The School Code of Illinois).
Conservation of Natural Resources (Section 27-13.1 of The School Code of Illinois).

* 4-3.2 American patriotism and the principles of representative government, as enunciated in the American Declaration of Independence, the Constitution of the United States of America and the Constitution of the State of Illinois, and the proper use and display of the American flag shall be taught in all public schools. Not less than one hour per week, or the equivalent, shall be devoted to the study of this subject matter in the 7th and 8th grade or equivalent (Sections 27-3 and 27-4 of The School Code of Illinois). No student shall receive certification of graduation without passing a satisfactory examination upon such subjects.

* 4-4 Additional Criteria for High Schools

* 4-4.1 The district shall provide a comprehensive curriculum including the following as a minimum program of offerings. The time allotment, unless specified by the Code or regulations, is the option of the local school district.

Language Arts, three units
Science
Mathematics
History of the United States, one unit
Foreign Language
Music
Art
Career Education -- Orientation and Preparation
Health Education, one semester or equivalent (Critical Health Problems and Comprehensive Health Education Act of 1971 and Section 866 of The School Code of Illinois).
Physical Education, daily (Section 27-6 of The School Code of Illinois).
Consumer Education, nine weeks, 50 minutes a day or equivalent, grades 10-12 (Section 27-12.1 of The School Code of Illinois).
Conservation of Natural Resources (Section 27-13.1 of The School Code of Illinois).
Driver and Safety Education, 30 clock-hours of classroom instruction and 6 clock-hours behind the wheel -- grades 10, 11, and 12 (Section 27-23 of The School Code of Illinois).
Vocational Education -- Job Entry Skill Development

4-4.2 The daily program should be organized so as to afford each student easy access to the instructional materials center, the counselor, program of extracurricular activities, and teacher-student conferences.

* 4-4.3 No teacher should have more than five different preparations.

* 4-4.4 Each teacher should have time to conduct student conferences and plan for instructional programs.

* 4-4.5 Driver Education and Safety

a. School districts maintaining grades 9-12 shall provide instruction in compliance with Sections 27-23 and 27-24 of The School Code of Illinois and Rules and Regulations to Govern the Administration of the Driver Education Act (C.S. No. 303).

(1) Such a course shall consist of at least 30 clock-hours of classroom instruction and at least six clock-hours of practice of driving in a dual control car. Eight clock-hours of instruction on a multiple car range may be allowed in lieu of four clock-hours of instruction in a dual control car, and twelve clock-hours of instruction in driving simulators may be allowed in lieu of three clock-hours of instruction in a dual control car, if prior approval is obtained.

(2) Strong emphasis shall be provided to establish and promote essential knowledge, correct habits, fundamental skills, proper attitudes, and a sound understanding of the rules and laws necessary for safe driving.

(3) Such a driver education course may include classroom instruction on the safety rules and operation of motorcycles or motor-driven cycles.

4-4.6 Specific minimum requirements for graduation:

a. 16 units in grades 9-12 if a four-year school and 12 units in grades 10-12 if a three-year high school. School districts have an option to deviate from this standard with approval from Public School Approval Section of the Illinois Office of Education.

b. In either of the above, one unit shall be in American History, or American History and Government.

In a four-year high school, three units shall be in Language Arts and in a three-year high school, two units shall be in Language Arts. In either instance emphasis shall be on reading and writing skills while one-half unit may be in oral communication.

c. American patriotism and the principles of representative government, as enunciated in the American Declaration of Independence, the Constitution of the United States of America and the Constitution of the State of Illinois, and the proper use and display of the American flag, shall be taught in all public schools. Not less than one hour per week, or the equivalent, shall be devoted to the advance study of this subject (Sections 27-3 and 27-4 of The School Code of Illinois). No student shall receive certification of graduation without passing a satisfactory examination upon such subjects.

In addition to the foregoing, all graduates are required by law to have had adequate instruction in honesty, justice, moral courage, humane education, safety education, and others mandated in The School Code of Illinois, Section 27.

4-4.7 It is the responsibility of the school's administration to provide parents and guardians timely and periodic information concerning graduation requirements for all students, particularly in cases where a student's eligibility for graduation may be in question.

Note: Additional requirements for graduation may be adopted by local boards of education. Boards of education may

accept courses completed in a community college toward graduation.

4-5 Special Programs

4-5.1 Summer School

A school district may conduct summer school programs (Section 10-22.33a of The School Code of Illinois), and receive state reimbursement (The School Code of Illinois, Section 18-8 and 34-18).

* 4-5.2 Evening School Credit Courses

The Illinois Office of Education encourages the growth of new and creative programs to meet the needs of out-of-school youths and adults. Pursuant to the needs of such students, each high school shall adopt policies with reference to the awarding of credit for evening school courses on the same basis as courses taught in the day program. Experimental and pilot studies may be undertaken with approval of, and under the supervision of, the Illinois Office of Education. If a program is approved in advance by the Illinois Office of Education, a high school may issue credit for a course on the basis of qualitative attainment rather than on the time element.

* 4-5.3 Boards of education shall adopt a definite policy regarding institutions that provide correspondence courses and the number of credits that will be applied toward graduation.

4-5.4 Programs for Children with Exceptional Needs

a. Each local district, independently or in cooperation with other school districts, shall provide a comprehensive program of special education which will meet the needs of children ages 3 to 21 with the following exceptional characteristics (Article 14, The School Code of Illinois):

1. Auditory, visual, physical, or health impairment;

2. Speech and/or language impairment;

3. Deficits in the essential learning of perception, conceptualization, memory, attention and/or motor control;

4. Deficits in intellectual development and mental capacity;

5. Educational maladjustment related to social and/or cultural circumstances;

6. Affective disorders and/or adaptive behavior which restricts effective functioning.

b. These special education programs shall provide school psychological services and school social worker services. (Section 14-1.08 and 14-4.01 of The School Code of Illinois)

NOTE: See Chapter IV, Section 4-2.21, and Chapter V, Section 5-4.

c. Schools shall provide appropriate physical education programs for exceptional students.

d. In those instances where a student's special needs cannot be met through the local or joint Special Education Program, the public school districts may enroll the handicapped student in a private facility under Section 14-7.02 of The School Code of Illinois. The placing school district shall follow the provisions of Article VIII of the Rules and Regulations to Govern the Administration and Operation of Special Education and place the handicapped student in a nonpublic facility that is properly registered under the Rules and Regulations for Approval of Nonpublic Facilities Educating Handicapped Students under Section 14-7.02 of The School Code of Illinois.

4-6 Credit Earned Through Proficiency Examinations

* 4-6.1 Each local board of education with a high school shall adopt a policy which defines the board's position with reference to the awarding of high school credit on the basis of local examinations to pupils who have achieved the necessary proficiencies through independent study, either with or without private tutoring, or for work taken in or from another institution. Plans for earning credit outside of regular classes should be approved in advance by the local high school principal according to established policy. The pupil's permanent record should show how the credit was earned. The examination papers upon which such credit is validated should be kept in the school file for three years as evidence for recognition and accreditation agencies.

4-7 Adult and Continuing Education

4-7.1 Local school districts, in accordance with Section 10-20.12 of The School Code of Illinois, shall provide for the educational needs of adults under 21 years of age who wish to re-enter high school to acquire a high school diploma or an equivalency certificate. Local boards of education may permit other adults to re-enter high school under this provision.

4-7.2 Local school districts may establish special classes for the instruction (1) of persons of age 21 years or over, and (2) of persons less than age 21 and not otherwise in attendance in public school, for the purpose of providing adults in the community and youths whose schooling has been interrupted with educational programs appropriate to the needs of the individuals. If a program is approved by the Illinois Office of Education, a school may issue credit for a course on the basis of qualitative attainment rather than on the time element. (Section 10-22.20 of The School Code of Illinois)

4-7.3 Local school districts, as provided in a definite policy of the boards of education, may offer credit through proficiency testing, correspondence courses, military experiences, life experiences and other nonformal educational endeavors.

Secondary schools may obtain credit recommendations for service experience by submitting the form, "Request for Evaluation of Service School Training," to the Commission on Accreditation of Service Experiences, 1 DuPont Circle, Washington, D.C. 20036.

Note: The Illinois Office of Education recommends that a high school grant credit toward a diploma for the successful completion of the following service educational experiences:

United States Armed Forces Institute courses;

United States Armed Forces Institute subject examinations;

High school courses offered through USAFI by cooperating colleges and universities, credit upon transfer from the school offering the course;

Marine Corps Institute courses;

Service School training;

High school credit toward a diploma for basic or recruit training is not recommended.

* 4-8 Correctional Institution Educational Programs

4-8.1 The Illinois Office of Education has recognized the school programs as they are conducted by the Department of Corrections. Units of credit earned while institutionalized are considered to be transferable to the public schools.

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